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INSTITUTE OF GOVERNMENTAL
STUDIES

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UNIVERSITY OF CALIFORNIA



OPEN SPACE / CONSERVATION ELEMENT

SAN JOAQUIN COUNTY, CALIFORNIA

JUNE 1973



1186

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OPEN SPACE / CONSERVATION ELEMENT

Adopted by the San Joaquin County
Board of Supervisors, June 19, 1973

Plan map and text description
amended by the Board of
Supervisors May 9, 1974.

Woe unto them that join house to house,
that lay field to field,
till there be no place,
that they may be placed alone
in the midst of the earth!

Isaiah V:8



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PREFACE

The California State Legislature passed legislation in 1971 requiring the addition of certain elements to the General Plans of cities and counties. This legislation was in response to a growing concern over the environment. The new elements required for inclusion as parts of the General Plan are a Conservation Element, Open Space Element, Seismic Safety Element, and Noise Element.¹

Since all of these elements originated out of a response to concern for the environment, there is some overlap in the requirements for each element. An Environmental Quality Study conducted by the San Joaquin County Council of Governments (COG) during the 1971-1972 fiscal year produced an Open Space Element, from which the Interim Open Space Plan for San Joaquin County was prepared. This study also produced an inventory of environmental data, which served as a basis for the preparation of the COG Conservation Element to be completed in June, 1973. The Seismic Safety Element, now being prepared by a consulting engineer and the COG staff, will also be completed in June, 1973. The Noise Element is scheduled for completion in 1974. Another related study conducted in 1966 produced the Recreation Element for San Joaquin County, which is an optional addition to the General Plan under state law.

The COG Open Space Element primarily reviews the functions of the various types of open space in the County. It provides a general outline of open space resources in the County, while designating specific areas for open space to fulfill future recreation needs. The COG Open Space Element purposely concentrated on the development of broad policies and refrained from detailed discussion of areas with conservation assets. The COG Conservation Element provides a thorough examination of natural and man-made resources in the County and designates areas where efforts must be undertaken to conserve these resources.

Together, these elements prepared by the Council of Governments constitute the basis for the County Open Space/Conservation Element. The objectives, findings, and policies contained within this element will:

1. Assist in the preparation and review of Environmental Impact Reports.
2. Provide the information necessary to establish open space zoning.
3. Support the implementation of the action program.
4. Aid in the development of future studies, including revision of the General Plan.

The General Plan is not one complete document or element in itself. Rather, the General Plan is the total of required and supplementary elements in which are set forth, in text and map form, policies to guide the future development of the County. The Open Space/Conservation Element provides the policies for the General Plan to guide development in a manner so as to most wisely utilize the County's natural and man-made resources without sustaining permanent damage to the resources or total environment.

¹Other required elements of a General Plan are the following: Land Use; Circulation; Housing; Scenic Highway; and Safety.



ENVIRONMENTAL

... THE NEED TO FORMULATE ENVIRONMENTAL GOALS AND POLICIES

... THE NEED TO RECOGNIZE THAT AGRICULTURAL LAND IS NOT EXPENDABLE

... THE NEED FOR CONSERVATION OF NATURAL RESOURCES

... THE NEED TO RECOGNIZE THE VALUABLE FUNCTIONS OF OPEN SPACE

... THE NEED TO MINIMIZE CONFLICTS BETWEEN DEVELOPMENT, NATURAL RESOURCES, AND OPEN SPACE

... THE NEED FOR COOPERATION AND COORDINATION BETWEEN CITIZENS, GOVERNMENTAL DEPARTMENTS, AND LEGISLATIVE BODIES IN ORDER TO ACHIEVE A QUALITY ENVIRONMENT

This Open Space/Conservation Element fulfills the need to formulate environmental goals and policies. The other needs will be satisfied only through the adherence to the policies and the implementation programs in this Element.

Assumptions

Definition of Assumption: Characteristics of the future development of the County, which are arrived at by consensus without substantiating information and which will supposedly occur during the planning period.

1. Population and economic activity will continue to increase in the County, the State and the Nation.
2. Future population growth with increased demands will result in greater pressures for utilization of natural resources and agricultural land.
3. There will be increased leisure time which will result in increased demands for new and expanded educational, cultural, and recreational facilities.
4. Continued population and economic growth will cause increasing pressures for development on agricultural land and on other open areas.
5. Agriculture and agriculturally dependent industries will continue to play a major role in the economy of the County.
6. People want and need open space.
7. There is a finite amount of natural resources present within the County, and the conservation of these resources is necessary and valuable.
8. Historical sites and landmarks are important to future generations.
9. Community awareness of environmental values will increase and put increasing pressures on government to respond.
10. There will be increased application of comprehensive federal, state, and regional programs to deal with the pollution problems of air, water, solid waste, land use, and population growth.

Goals

1. To stimulate the creation and maintenance of an open space system, balanced with other land uses so as to enhance the present and future environment in San Joaquin County.
2. To foster an understanding of the need to protect our natural resources and encourage their wise management, proper development and reuse for the enjoyment and use by present and future generations.

OPEN SPACE/ CONSERVA- TION ELEMENT

THE
NEED
TO
RECOGNIZE THAT
AGRICULTURAL
LAND IS NOT
EXPENDABLE



SOILS AND AGRICULTURAL LAND

Objectives

- To conserve soil resources to provide a continuing base for agricultural productivity and the County's economy.
 - To preserve in agriculture those soils capable of producing a wide variety of valuable crops.
 - To minimize disruption to viable agricultural areas.
-

Findings

1. San Joaquin County contains large areas of highly productive soils. Over 80% of the land in the County can be classified as prime agricultural land according to the following criteria established by the County for planning purposes (see accompanying map):
 - a. All land rated 80-100 in the Storie Index Rating System.
 - b. All land rated as Class I and Class II in the U.S. Soil Conservation Service Land Use Capability Classification.
 - c. All land rated as Class III with the capability units of s⁴, s⁵, w², w⁵, w⁶, and w¹⁰ in the U.S. Soil Conservation Service Land Use Capability Classification.

Included within this definition are most of the irrigable lands in the County. All of these areas are capable of growing crops which provide a relatively high gross return per acre.

2. Agriculture and related activities constitute a major portion of the economic base of the County.

The gross value of agricultural crops in 1972 was over 225 million dollars, while the gross value of livestock and poultry production was approximately 76 million dollars. Thus, the total gross value of agricultural production was 301 million dollars, which represents one of the more significant contributions to the County's economy. San Joaquin County usually ranks among the top five counties in the nation in terms of gross value of agricultural production. Agricultural products from this County have established an image and reputation for the County which is recognized the world over. A major objective in planning for open space in an agriculturally prominent county is to conserve and enhance this important segment of the economy and to protect the resources upon which it is based.

3. Increases in population increase the demand for land not only in and around urban centers, but also for land for residential sites in rural areas.

Although the County has large areas of highly productive soils, the extent of these areas is limited. Over the next twenty years, an increase of approximately 100,000 persons is forecast for San Joaquin County. Most of the existing urban centers are located on, and surrounded by, highly productive soils. Urban expansion contiguous to these centers will result in some reduction of land available for agricultural production; however, past policies of urban growth have permitted scattered urban development to occur, resulting in premature development of fringe areas (see accompanying map).

4. Urban residential uses scattered throughout agricultural areas conflict with farming practices.

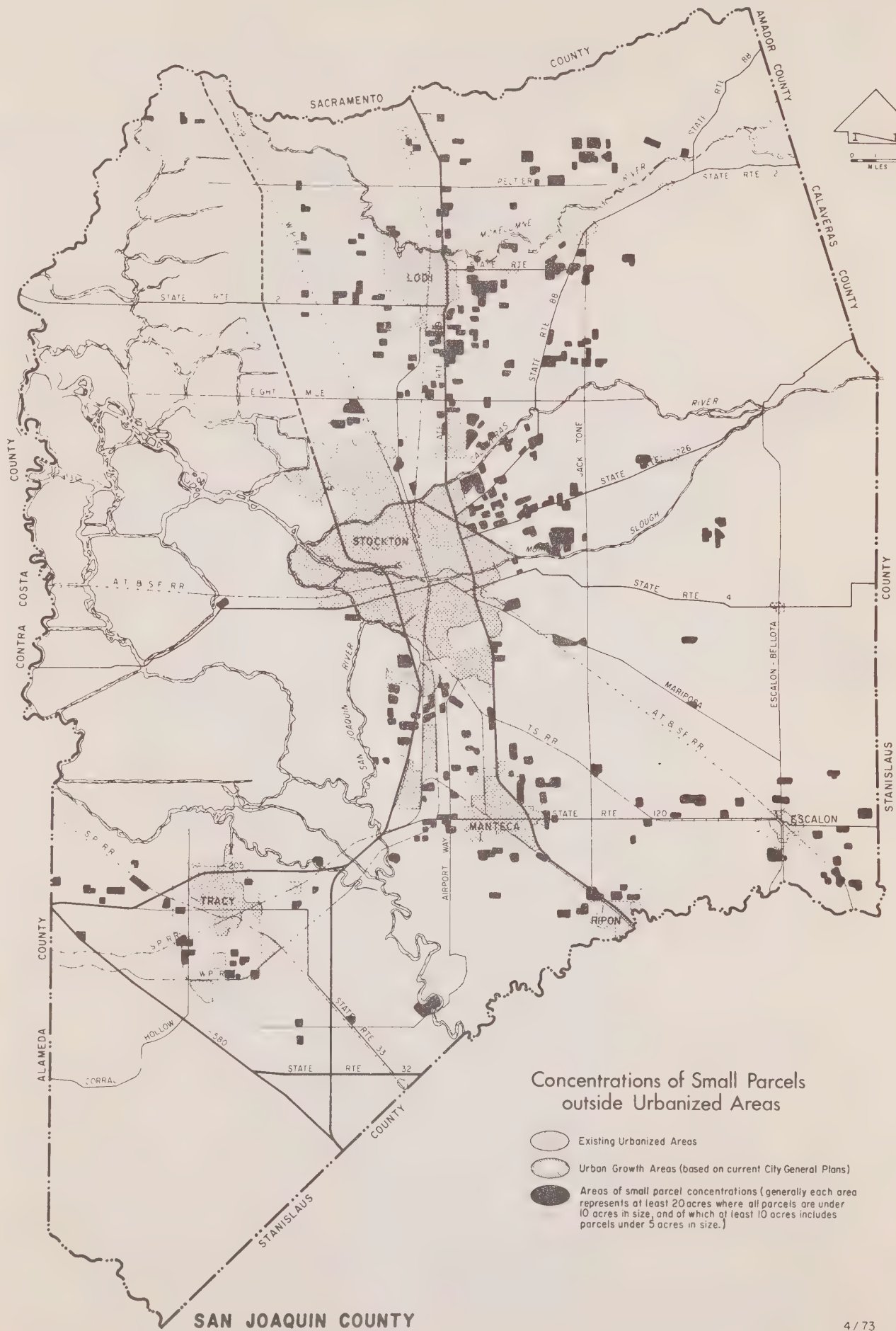
Previous land development practices, especially the division of land procedure, have fragmented agricultural land into units no longer economically viable for agricultural production. Agricultural zoning which permits small parcel sizes contributes to the reduction in the economic viability of agricultural lands (see accompanying map). Liberal interpretation of agricultural zoning has allowed the establishment of residential development and scattered commercial and industrial uses in rural areas. The introduction of incompatible non-farm uses into agricultural areas often results in higher tax assessments on nearby farmlands and may restrict essential farming operations, such as spraying and fertilizing.

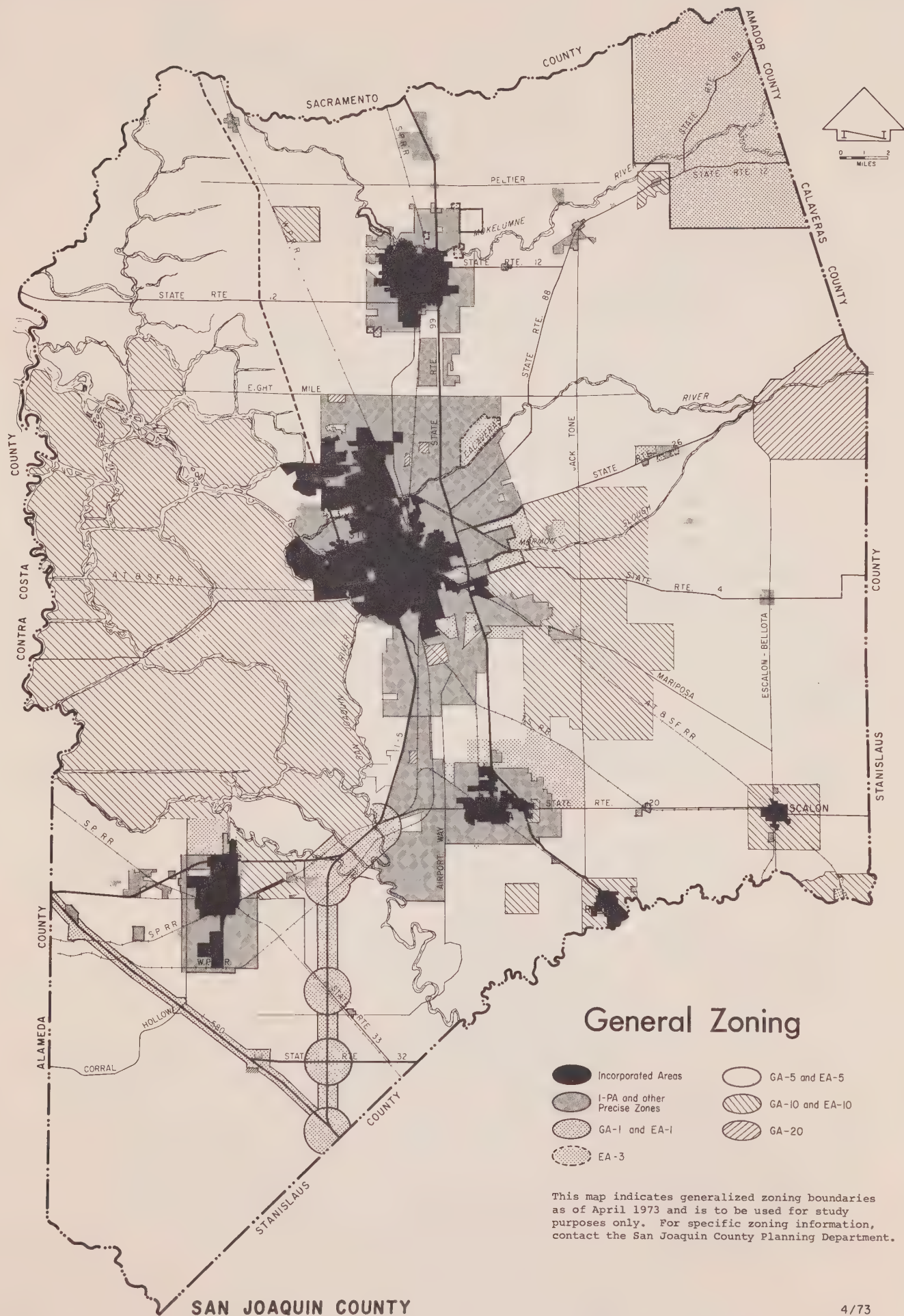
5. The discouragement of premature and unnecessary conversion of prime agricultural land to urban and other incompatible uses is a matter of public interest and concern.

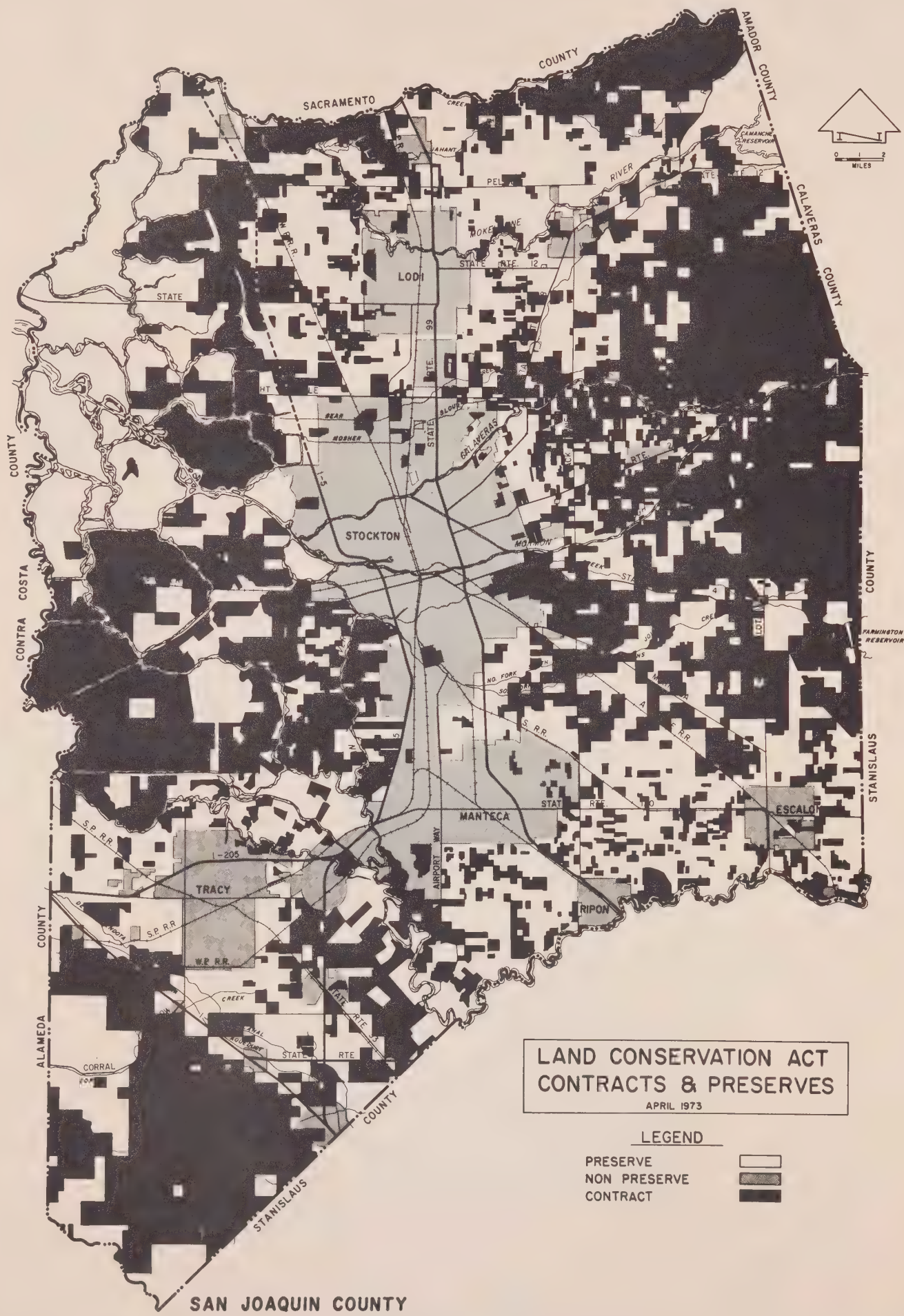
Such discouragement will be of benefit to urban residents in that discontinuous urban development patterns which unnecessarily increase the cost of facilities and services to the community will be precluded. Present scattered urban developments in suburban or rural areas have resulted in the creation of numerous special districts to provide minimal urban services.

6. In a rapidly urbanizing society, agricultural lands have a definite value as open space.

The preservation in agricultural production of these lands constitutes an important social, aesthetic and economic asset to existing and pending development. The presence of agricultural land, in combination with the waterways and scenic beauty of the County has resulted in the creation of a recreation industry which should be encouraged to become a major element of the County's economic base.







LAND CONSERVATION ACT
CONTRACTS & PRESERVES
APRIL 1973

LEGEND

- PRESERVE
- NON PRESERVE
- CONTRACT

7. The California Land Conservation Act (Williamson Act) of 1965, as amended, provides a workable program for the preservation of agricultural land as an important element of the economy and as an open space asset.

The basic provisions of this land conservation program can be summarized as follows:

- a. Agricultural land to be included in the conservation program must first be designated an agricultural preserve by the Board of Supervisors.
- b. Land within the preserve may be restricted to agricultural uses and uses compatible with agriculture by means of contracts between the owner and the County.
- c. Scenic and open space areas not suitable for agriculture may be restricted to non-urban development by means of scenic easements granted to the County by the owner.
- d. Land subject to enforceable restrictions, as defined by the Revenue and Taxation Code, may be assessed only on the basis of its value for those uses permitted by law, and sales data are not to be used when valuing the land.

Participating counties receive subventions from the State in order to offset losses in tax revenue incurred from the placement of lands under contract. The Williamson Act has been implemented in San Joaquin County, with the first agricultural preserves being established by the Board of Supervisors in 1969. At the present time, there are approximately 760,000 acres within agricultural preserves. Of this total, over 260,000 acres were under contract as of May 1, 1972, with significant increases experienced during the past year (see accompanying map).



POLICIES

for Soil and Agricultural Land

1. Agriculture will be encouraged where soils of high quality are found, water is or will be available, and adequate drainage can be maintained.
2. Agriculture and agriculturally-oriented activities will be protected from development practices that erode their economic viability.
3. Further fragmentation of viable agricultural land outside of areas designated for urban expansion will be permitted only in areas designated for rural residential development.
4. The County will guide future urban development toward vacant or underused land within existing urbanized areas and direct necessary urban expansion toward the less agriculturally productive lands.
5. Protective zoning for agricultural lands will be enforced by prohibiting scattered residential, commercial, industrial or other uses unless they are directly related to the needs of the agricultural community.
6. The County will continue to implement the land conservation program by encouraging the establishment of contracts within agricultural preserves in accordance with the provisions of the Land Conservation Act of 1965, as amended, and the Rules and Procedures adopted by the Board of Supervisors.

THE

NEED

FOR
CONSERVATION
OF NATURAL
RESOURCES



WATER RESOURCES

Objectives

- To insure sufficient water supplies of good quality for all beneficial uses.
 - To conserve ground water resources and prevent over-draft of existing ground water supplies.
 - To insure flows of adequate quantity and quality in the County's waterways to provide needed surface water supplies and to protect the fisheries.
 - To protect and improve the quality of the Delta waterways.
-

Findings

1. Water supplies in the County come from both ground water and surface supplies.

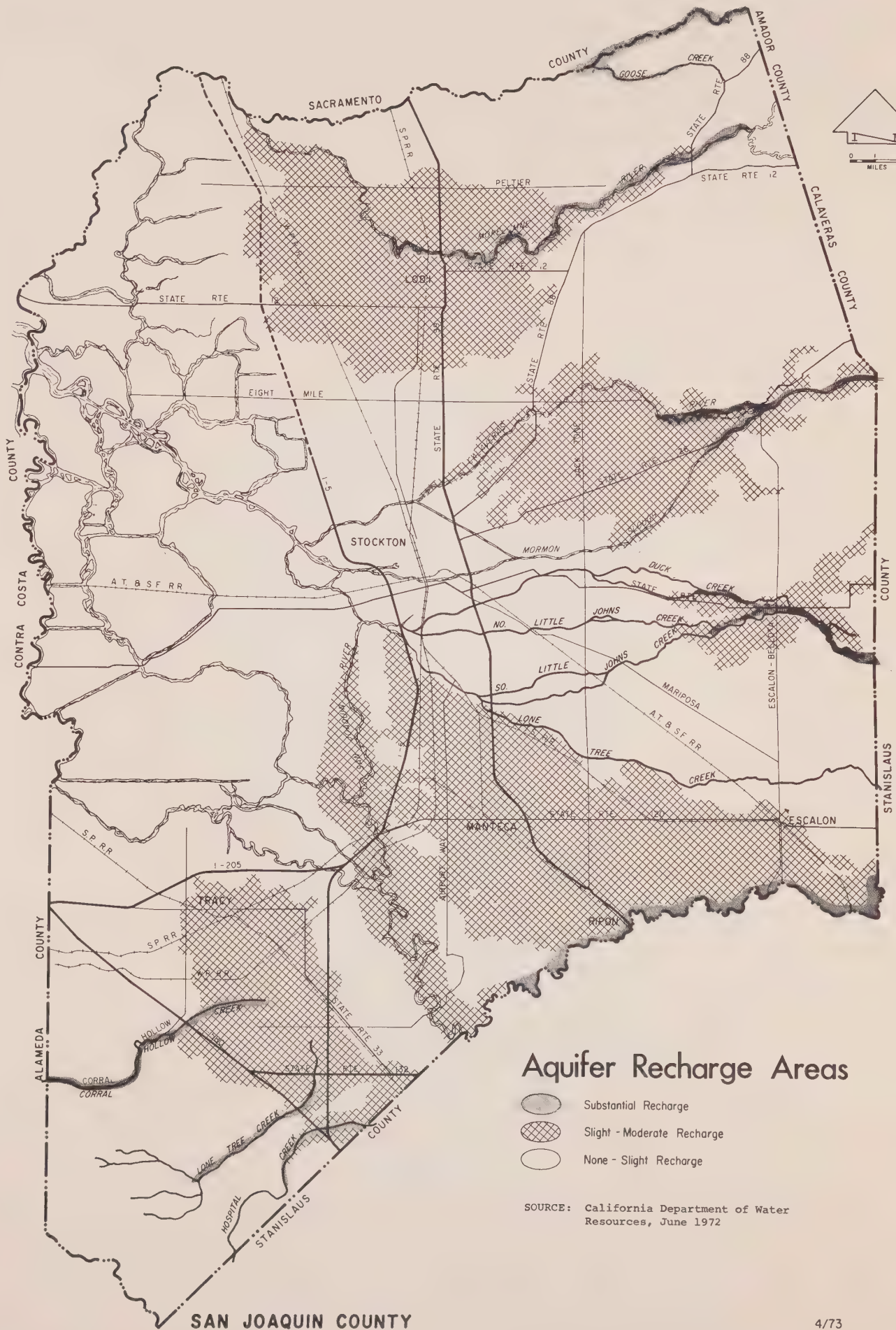
At the present time ground water supplies all domestic water and about 30% of the irrigation water. Increasing amounts of supplemental water are being required from surface sources.

2. Most of the ground water recharge occurs along the streams that enter the County from the Sierra Nevada.

In order to replenish the supplies of ground water which are used, water must infiltrate the soil and penetrate to the ground water basin. Substantial recharge occurs along most of the rivers and slight to moderate recharge occurs in the alluvial fans of the rivers. Rainwater generally provides little recharge of the ground water. Much of the water applied to the surface is used by plants or lost to evaporation. Any paving of a recharge area decreases the potential for replenishment of the ground water supply.

3. Although the majority of the County has available good quality ground water, many areas are experiencing increasing concentrations of various minerals which cause problems in domestic and agricultural use.

Ground water supplies in the Stockton area are rapidly being depleted and overdraft has resulted in intrusion of poor quality saline waters from the west, thereby necessitating the abandonment of some wells. Continued overdraft will result in additional inflows of saline waters, which will contaminate existing good quality ground waters farther east. In some areas land subsidence has occurred as a result of overdraft. The



quality of the water applied to the surface can affect the quality of the ground water. Ground water degradation can also occur from cross-connections with areas of poor quality ground water or by contamination from waste disposal. Compliance with new state guidelines relating to leach field size should decrease the possibility of ground water contamination from individual sewage systems.

4. Surface water supplies are subject to degradation from agricultural waste waters and from municipal and industrial wastewater discharges.

The State Regional Water Quality Control Board, Central Valley Region, establishes minimum water quality standards for discharges. Occasionally, however, harmful contamination of a river will occur. In the past, problems have been created by the dumping of untreated materials, such as walnut hulls and manure, into the rivers. The San Joaquin Local Health District has put a stop to these practices.

The San Joaquin River contains poor quality water which is mainly due to agricultural wastewaters and low flows resulting from upstream water diversions. A drain for collecting irrigation wastewater in the valley has been proposed but never constructed.

Water quality in the Delta is degraded by agricultural, municipal, and industrial wastewaters, salinity incursion, and poor quality inflows from the San Joaquin River. Low flows in the rivers during dry years compound the problem. Exportation of water across the Delta for State and Federal water projects has resulted in reverse flows in many of the Delta channels and damage to the fisheries.

A special problem exists in the Mokelumne River. Heavy metal deposits in the bottom sediments have in the past caused fish kills. These sediments come from old mining activities upstream.

5. In order to assure an adequate high quality water supply for the County's growing population, additional water supplies will be necessary.

There are many different agencies in the County involved with the supply and distribution of water. Several water agencies or municipalities are presently negotiating for supplemental supplies. Present surface sources include most of the County's rivers and creeks and the Delta-Mendota Canal and the California Aqueduct. Future supplies may come from additional water from New Hogan Dam on the Calaveras, the Folsom South Canal, the Stanislaus River, the Peripheral Canal, or the Delta.

In some areas of the County supplemental supplies will be used for irrigation, leaving more ground water for domestic use. In other areas the surface water will be treated for domestic use.

Reclamation of waste waters could decrease the demand for supplemental water supplies. The U.S. Army Corps of Engineers is presently developing a proposal for wastewater reclamation which would include San Joaquin County.

-
1. No urban or rural residential development shall be permitted in areas of substantial ground water recharge, and all urban development will be guided toward areas where there is slight or no recharge.
 2. All existing and future water quality standards will be followed and further investigations of the effects of water contaminants will be supported.
 3. A coordinated and integrated approach will be taken towards solving all water supply and demand problems.
 4. The obtainment of additional water supplies should not adversely affect the fisheries of the County or result in the destruction of wildlife habitat.
 5. Growth-inducing potentials will be considered in all proposals for additional water supplies and treatment facilities.
 6. Consideration will be given to multi-use possibilities in all future water projects, combining storage or transport of water with recreational use.
 7. Studies to correct adverse water flows in the Delta will be supported.
 8. Wastewater reclamation programs will be encouraged and supported.

POLICIES *for Water Resources*

WATERWAYS

Objectives

- To enhance and protect from degradation the waterways and associated resources, especially fisheries, of San Joaquin County and neighboring areas.
- To make people aware of the importance and value of waterways and associated resources.
- To ensure public access to the waterways.

Findings

1. Waterways are one of San Joaquin County's most important natural resources.

737,500 acres of agricultural land and 700 miles of interlacing waterways form the Sacramento-San Joaquin Delta. 80% of the Delta is in San Joaquin County. Four rivers, numerous creeks and five various sized lakes are partially or entirely within the County. The County's waterways sustain many varieties of resident and anadromous fish that are of commercial and recreational importance. The largest striped bass spawning grounds along the Pacific are in the Delta.

Much of the aesthetic attraction of the Delta can be attributed to the bank and levee vegetation which also provides habitat for a large segment of the County's wildlife.

2. Fish are adversely affected by many factors, including:

- inadequate flows
- water temperature
- saline intrusion
- removal of spawning gravels
- disturbance of bottom sediments that contain harmful materials
- loss of eggs and young through pumping and irrigation diversions
- loss of shoreline vegetation which provides cool shady areas
- inadequate food supplies
- construction activities during periods of migration or spawning
- flow reversals in the waterways
- turbidity
- loss of suitable habitat
- waste discharges
- depleted oxygen levels

3. Waterways within the County are of economical and recreational importance.

The channels of the Delta and other rivers of the County are used for navigation by smallcraft, and the Deepwater Channel is a commercial shipping lane, terminating at the Port of Stockton. Marinas and smallcraft harbors throughout the Delta serve recreational boaters. The waterways are used extensively for boating; waterskiing; swimming; hunting; and fishing, which amounts to an estimated 3 million angler days per year in the Delta. Picnicking, photography, birding, nature study and aesthetical enjoyment of the environment are also popular Delta activities.

4. The flood control levees along the waterways are deteriorating in many places, particularly in the Delta.

The wave action, from wind, boats, and tides, erodes the levees. Constant seepage, through and under the levees, as well as land subsidence and poor structural qualities, further decrease levee stability. In past years the islands of the Delta have been "sinking" about two inches a year. This subsidence is caused by a number of factors, the major cause being oxidation of the peat soils. Some islands are now as much as 15 feet below mean sea level. This puts great hydrostatic pressure on the levees and adds to the chance of their collapsing under the combined strain of high tides and flood waters.

Almost 75% of the Delta levees were privately constructed and are maintained by landowners or reclamation districts. Maintenance costs can be very high especially when the levee is to be maintained not only to prevent flooding of agricultural land in the interior of the island but also to provide added recreational value for the public. Understandably, the private owner does not want to pay for a public function. Various proposals for levee maintenance funding are now in the State legislature.



5. Increased multiple use of the waterways results in conflicts and pollution problems.

Most of the land along the waterways, particularly along the rivers and in the Delta is privately owned. Lack of public access to the waterways precipitates many problems, among them are trespassing and property destruction. These problems, along with littering, have resulted in poor relations with landowners.



Some areas of the Delta become congested and dangerous with incompatible uses such as navigation, water skiing, pleasure boating and extended periods of fishing and

anchorage. Extensive and undesirable resort development in the Delta disturbs fish, wildlife and vegetation and takes away from the Delta character by destroying some of the feeling created by this unique open space.

The levees keep the water channelized and are private property; however, they are being damaged by boat wakes and people trespassing on them forcing costly repairs by landowners or maintenance agencies. Conflicts arise over the periodic removal of vegetation along some levees and banks.

Many boats do not have holding tanks and raw sewage is often discharged directly into the waterway, while pump-out facilities for boats with tanks are not available at many marinas. Waste is also discharged from commercial ships. Trash and garbage are dumped in or along the waterways by recreationists, travelers, or people disposing of household refuse. Fueling of boats and ships and transfer of cargo at the Port are potential pollution hazards. There are also commercial and domestic wastewater discharges.

6. The Delta is in five counties and users come from throughout the country; therefore, conservation and planning for the Delta on a multi-county basis is necessary.

The State Resources Agency recently published a revised Delta Master Recreation Plan, which includes recommendations for waterway use, access locations, and acquisition proposals. The five Delta counties recently formed the Delta Advisory Planning Council to work on a coordinated approach to the problems of the Delta



POLICIES

for Waterways

1. The waterways of the County will be protected from misuse and overuse.
2. Vegetation along the waterways is recognized as desirable for its aesthetic values and importance to fish and wildlife.
3. Necessary construction activities in and adjacent to the waterways will be planned and timed to minimize any adverse impact on the fisheries and riparian environment.
4. Spoils from dredging shall be deposited in areas of minimal environmental impact.
5. Development that will adversely affect the waterways and associated resources, particularly the unique environment of the Delta, will be prohibited.
6. Programs to enhance the County's fisheries will be supported.
7. Programs to restore the spawning gravels in rivers, particularly the Stanislaus, will be encouraged.
8. Requests for properly timed, sufficient flows in the rivers to maintain spawning grounds, migration and resident fish populations, will be supported.
9. All precautions shall be taken to prevent harbor or port associated leaks, spills, explosions and other contamination of air, water, and land.
10. All marinas shall provide for trash disposal and marinas shall have pumpout facilities.
11. All launching ramp areas shall provide for trash and garbage disposal.
12. The policies for location of harbors and marina development, established in the County Recreation Element, shall be followed.
13. Programs which provide funding for levee maintenance, recognizing the public value of the levees, will be supported.
14. Programs where recreationists have access to some levees for specific activities will be supported.
15. The County will develop programs and take steps necessary to regulate boating in areas where it might endanger the boater or others.
16. The scenic, recreational and wildlife benefits will be considered in existing and future flood control projects.
17. State and Federal regulations providing for maintenance or enhancement of the quality of the waterways will be supported.
18. The State Delta Master Recreation Plan will be given consideration as seems appropriate by the County.
19. Continued support will be given to the Delta Advisory Planning Council.

WILDLIFE, HABITAT AND VEGETATION

Objectives

- To protect, preserve and enhance wildlife, habitat and natural vegetation in San Joaquin County for the preservation of species and fulfillment of aesthetic, recreational, educational, and economic needs of present and future residents and visitors.
- To protect and enhance feeding areas and winter habitat for migratory waterfowl.
- To preserve and enhance native vegetation, particularly valley oak trees.

Findings

1. Wildlife has commercial, recreational and other value to man.

San Joaquin County ranks high among California counties in commercial fur trading, particularly mink, muskrat and beaver. Many local businesses derive support from sportsmen and from other people who come to the County because of wildlife, which is also enhanced through programs financed by hunter fees. Primarily because of game birds, hunting is a major fall and winter recreational activity in San Joaquin County. Animals in a natural habitat also have aesthetic and educational value.

A variety of animals now, and in the future, is important for maintenance of a balance of nature. Some animals may also be of medical/scientific or other value to man that is not known or completely understood at this time. Knowledge or benefits that might be gained from these animals is lost if the animals no longer exist or are in such supply that their use would render their extinction.

2. The foothills, agricultural land, and the Delta support a variety of wildlife including some rare and endangered species.

The animals found in the foothills in the southwestern and eastern portions of the County include deer, the County's only large mammal; a variety of birds; small mammals; reptiles and a few species of amphibians. The endangered short-nosed leopard lizard, rare kit-fox and rare giant garter snake are also found in the southwestern foothills. The bald and golden eagles are occasional visitors to the County. Cultivated land

supports many types of wildlife, particularly game fowl, such as quail, pheasant and dove. The Delta is also a major wintering area along the Pacific Flyway for migratory waterfowl. Sometimes well over 500,000 birds winter there.

3. Wildlife can survive only if water, food and habitat are available.

Water and food are abundant in San Joaquin County; however, the majority of the County has seen the removal of wildlife habitat, not as much by urban development as by the clearing of land for agricultural production and the draining and leveeing of the Delta. Much of the game that is indigenous to this area has been either forced out or rendered close to extinction because of these factors.

The wildlife that is now present often finds it difficult to survive because of habitat removal, particularly during times when the fields are left fallow. Certain vegetation along fence lines, irrigation ditches or on unused portions of land provide appropriate habitat for many varieties of wildlife, especially game fowl. The Department of Fish and Game and the Soil Conservation Service are conducting experimental planting programs to enhance wildlife habitat.

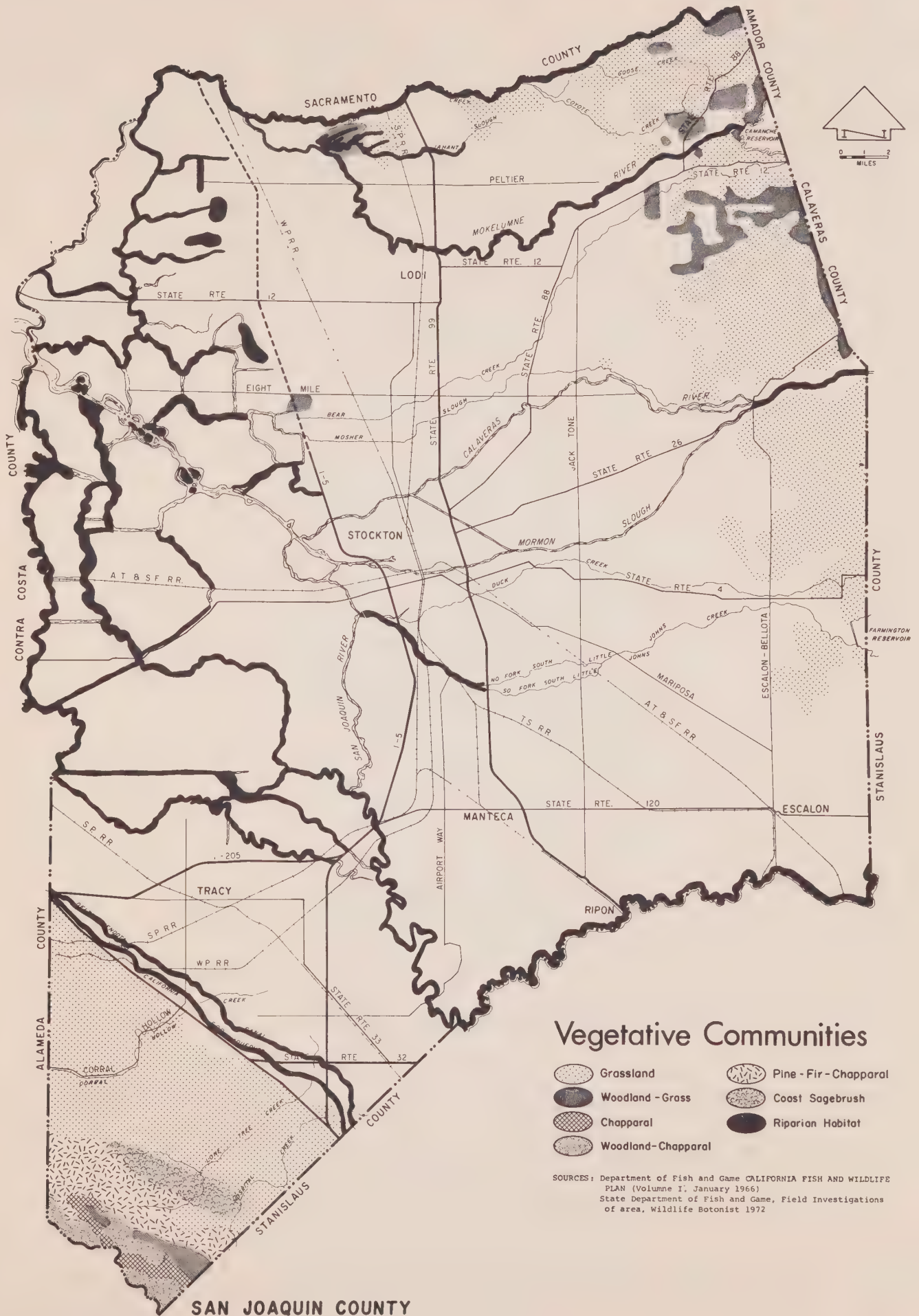
4. Riparian habitat is the most important habitat in the County because of the number of waterways and the large amount of animals dependent upon it. However, much of this habitat has been removed.

The majority of the riparian habitat in the County is in the Delta, although good riparian habitat is also found along the Mokelumne and Stanislaus Rivers, French Camp Slough and the Calaveras River from about Bellota upstream. There are many other waterways that have potential for excellent riparian habitat, but the vegetation has been removed or prevented from growing for a number of reasons, despite its value to wildlife, fish and the aesthetic quality of the waterway. It has been felt that levees are easier and cheaper to maintain without vegetation; therefore it is often removed by burning, clearing or spraying. The values of vegetation and riprap as methods to prevent levee erosion are being discussed. Vegetation in channels decreases flow capacity, which is particularly detrimental in flood control channels.

5. There is little native vegetation remaining in the County.

There are six endangered native plant species in San Joaquin County as identified by the California Native Plant Society.¹ Exact locations of these plants have not been determined. Valley oaks are not considered

¹These plants are: *Amsinckia grandiflora*, *Cirsium carassicaule*, *Eryngium racemosum*, *Juglans hindsii*, *Orcuttia Greenei*, and *Tropidocarpum capparideum*.



by the Society as endangered at this time. However, they are one of the most scenic species of vegetation in the County and are rapidly diminishing as incompatible land uses develop around them or they are removed. Many of the large groves have been incorporated into parks such as Micke Grove, Oak Park or the presently undeveloped Oak Grove Regional Park. There is a grass-oak woodland around Tracy Lake and in the foothills to the east. The foothills in the south-western portion of the County support the northern extent of the coastal chaparral and sagebrush.

POLICIES

*for Wildlife,
habitat and
Vegetation*

1. The County will support and foster sound programs of wildlife and vegetation management and programs that encourage and teach respect for the environment.
2. Private projects will be encouraged to provide wildlife cover and will not be permitted to significantly affect wildlife and vegetative resources in the County.
3. No public programs should significantly diminish the wildlife and vegetative resources of the County.
4. All public projects will consider the protection and development of wildlife habitat.
5. Programs to enhance the populations and habitat of migratory waterfowl and other game birds and to increase areas accessible to recreationists will be encouraged.
6. The following areas are recognized as some major locations of excellent wildlife habitat, native or natural vegetation and of aesthetic value, that should be protected from adverse activity:
 - the banks of the Mokelumne and Stanislaus Rivers
 - the banks of the Calaveras River from the County line to the Bellota weir
 - the banks of French Camp Slough
 - the Delta waterways
 - Brovelli Woods, a nature study area south of Forest Lake Road
 - Eagle Mountain or Corral Hollow Mines Road area
 - the north side of Trapper Slough
7. Unleveed Delta islands will be protected and acquisition of these islands by public agencies will be encouraged.
8. Nature study areas in the Delta and other appropriate locations will be provided.
9. The County recognizes that trees, especially Valley oaks, are a valuable environmental asset that must be protected and carefully managed. Some good examples of Valley oak groves are:
 - the grove northeast of the townsite of French Camp
 - the oak grove south of Lockeford
 - the groves in the area of Acampo and Johnson Roads

EXTRACTIVE RESOURCES

Objectives

- To ensure that extractive resource deposits will be accessible when extraction becomes necessary.
 - To ensure that extractors of natural resources take all precautions to prevent accidents and minimize nuisance factors as a result of their operation.
 - To protect other natural resources from damage as a result of extraction and prevent incompatible land uses.
 - To ensure continuing, prompt and complete rehabilitation of extraction or exploratory sites.
-

Findings

1. Natural gas and sand and gravel are San Joaquin County's primary extractive resources.

Natural gas is a high demand, rapidly diminishing energy source, and sand and gravel are fundamental components of most aggregate construction materials, such as road base and concrete. (See accompanying table.) Gas fields and sand and gravel deposits must be identified and evaluated as a prerequisite for establishment of priorities on the use and development of land.

2. Natural gas is withdrawn through wells from subsurface fields and there is little surface disruption or interference with other surface land uses.

There are about eight active fields, five depleted fields, and about 108 producing gas wells at this time within San Joaquin County. (See accompanying map.) Most of the fields are in the Delta. The McDonald Island Field is used for gas storage and has surface facilities. Surface land uses over gas reserves include agriculture, highways and waterways. Gas seepage from the deposit or the pipelines, blowouts while drilling the well, and contamination of waterways or water supplies from waste water disposal are possible problems. Subsidence over a field could occur to a great extent; however, at this time there has been only slight subsidence in the Delta as a result of gas extraction.

3. Most sand and gravel deposits occur from stream deposition or dredge tailings along streams, while borrow sites are temporary extraction areas and may not be in designated deposit areas.

Extraction in and immediately along river channels may disturb or destroy conditions necessary for fish sur-

\$ VALUE OF MINERAL PRODUCTION *in San Joaquin County*

Source: Mineral Information Service, California Division of Mines and Geology

YEAR	NATURAL GAS	SAND AND GRAVEL	CLAYS	GOLD	STONE (crushed)	SILVER	UNAPPOR- TIONED	TOTAL
1964	\$13,035,752	\$ 3,796,000	\$ 67,185		\$ 909		\$ 730,616	\$17,630,462
1965	12,187,000	4,182,000					800,039 ¹	17,169,039
1966	9,864,850	4,464,000					604,102 ²	14,932,952
1967	6,296,000	3,798,000					536,428 ³	10,630,428
1968	9,510,000	3,881,000		\$34,039		\$ 182	633,850 ¹	14,059,071
1969	11,988,000	3,917,000					594,093 ⁴	16,499,093
1970 ⁵								
1971	14,461,000	4,589,000					403,000 ⁶	19,453,000

¹ Includes clays and lime

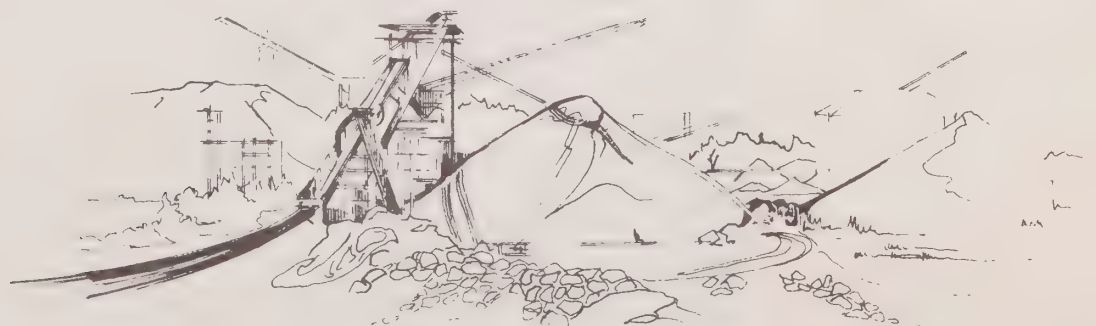
² Includes clays, gold, lime, silver

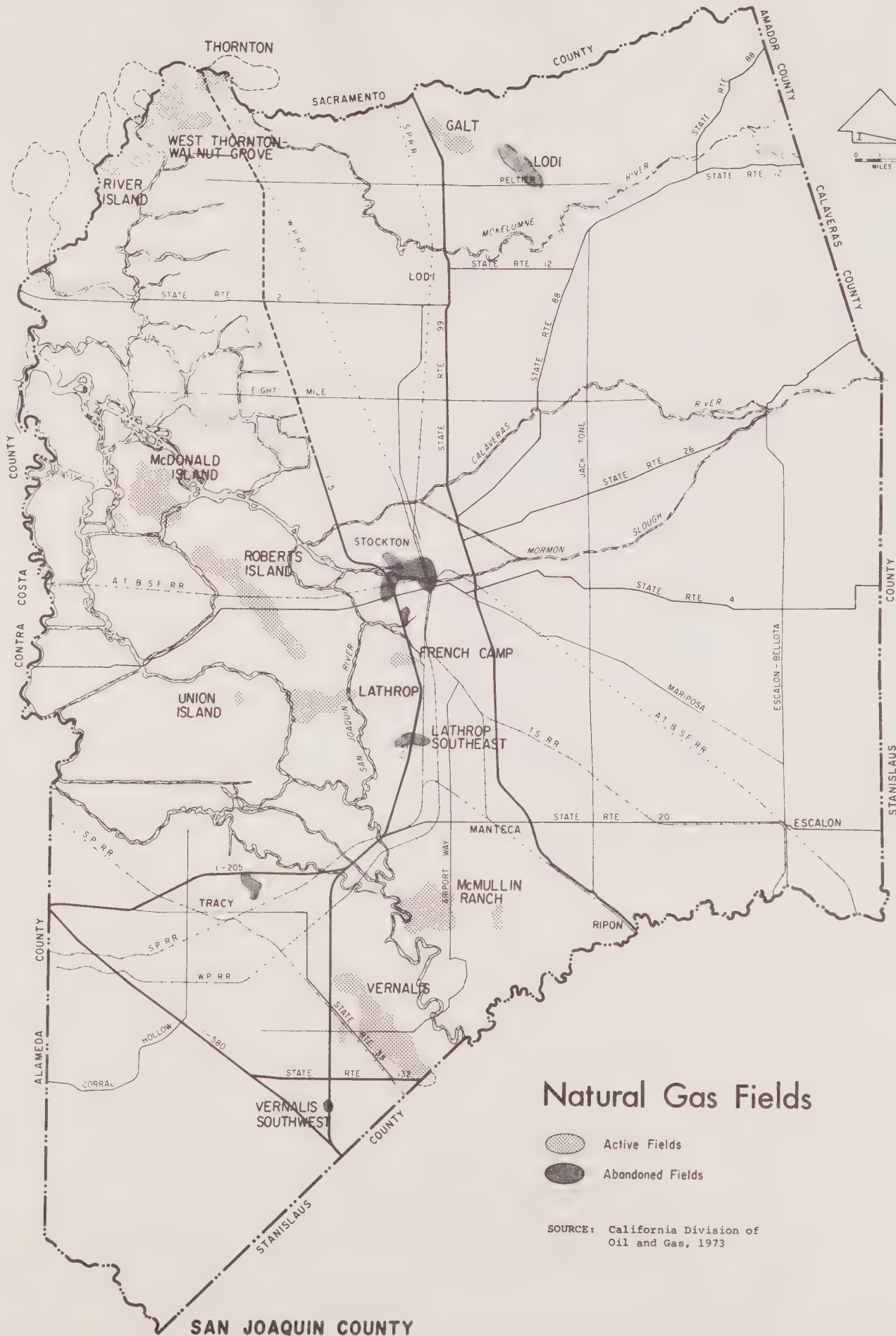
³ Includes clays, gold, lime, silver

⁴ Includes gold, lime, silver

⁵ Natural gas, sand and gravel, gold and lime were extracted in 1970; however, the values were included in the "undistributed" State total by the Division of Mines and Geology to prevent disclosure of confidential data of individual producers.

⁶ Includes gold, lime, silver and stone





Natural Gas Fields

- Active Fields
- Abandoned Fields

SOURCE: California Division of Oil and Gas, 1973

vival, especially spawning. Migratory fish that spawn only in certain gravels, which have been removed in many areas, can be particularly affected. Extraction also may alter the stream course and waste may drain into the stream. However, the material exists in and along the channel and in the flood plain as a result of stream action. (See accompanying map.)

Borrow material is generally found beneath the topsoil and is used in road building. The user seldom owns the property but makes arrangements with the owner for removal over a short period of time. There is no processing at the site, which is generally more easily rehabilitated than large excavation sites. However, adequate and accessible borrow material sites within San Joaquin County are declining.

4. Urban development is generally incompatible with sand and gravel extraction.

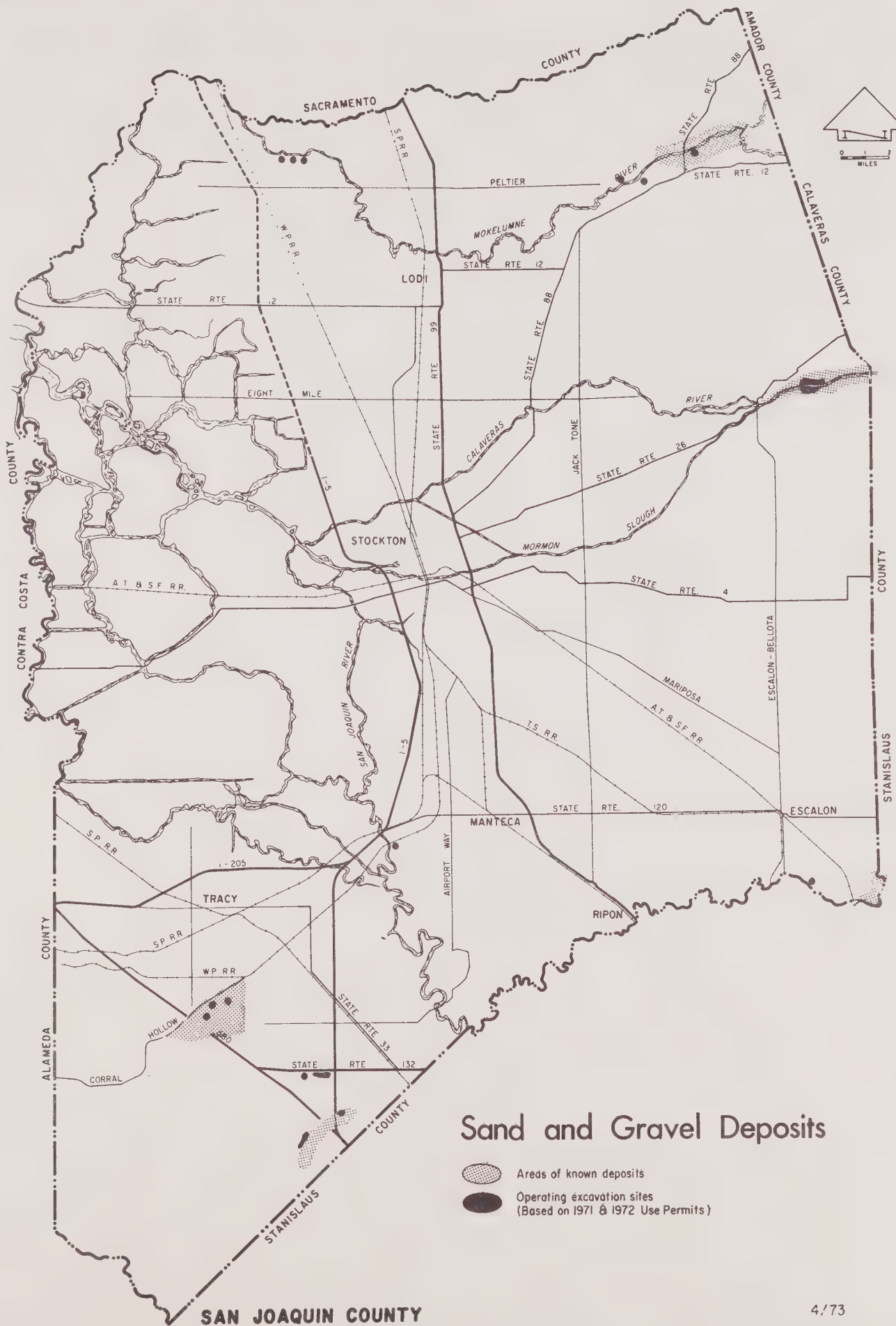
Unightly landscapes, dust, heavy equipment noises, and material spilled on streets from passing trucks, are nuisances in residential areas. Urban development may be an acceptable reuse of some sites.

5. Declining availability of sand and gravel and adverse changes in other related economic factors result in increased building costs in San Joaquin County.

Market demand, competition, excavation expenses, material quality and availability are important economic factors that affect sand and gravel prices. However, transportation costs are a major factor, usually prohibiting long distance hauling of the resource. One company estimates hauling in San Joaquin County averages 15-20 miles, and rarely more than 30 miles. There are no firm estimates of the sand and gravel reserves in the County, but one company projects depletion of the resource within two to nine years if the present use extraction rate of 3,000,000 tons/year in the County continues. Therefore, deposits must be protected from encroachment and noncompatible uses that would prohibit extraction, and they must be utilized to the fullest extent without harm to other resources in order to economically meet the County's future and present demands for sand and gravel.

6. Present and future excavations are regulated by a recently adopted ordinance; however, many abandoned extraction sites have not been rehabilitated.

After specific requirements are met by an excavator a permit is issued. However, site rehabilitation bonds are not mandatory, and there is no time schedule required for site rehabilitation. Excavation in the stream channel is also permissible if all regulating agencies are contacted and approve. Despite efforts of present excavators to rehabilitate sites, there are many pits and areas of scarred landscape in the County as a result of previously unregulated excavation. Productive uses for these areas should be found.



POLICIES

for Extractive Resources

1. The County will support studies to locate deposits of extractive resources.
2. Extractors of natural gas shall take all precautions to avoid leaks, blowouts and contamination from waste disposal, and follow existing and future State and Federal regulations.
3. No extraction will be permitted in areas where it would seriously harm wildlife habitat, fisheries or archaeological or historic sites.
4. Areas of known sand and gravel deposits and excavations will be protected from incompatible development.
5. The County excavation ordinance will be followed and conditions of approval of excavations will include a rehabilitation plan and schedule.
6. Site rehabilitation bonds will be required for excavations.
7. Reclamation of borrow and excavation sites will proceed according to the rehabilitation plan and schedule and continue until the site is entirely rehabilitated.
8. Public and private plans for practical reuse of depleted or abandoned excavation sites will be supported.

THE

NEED

TO
RECOGNIZE THE
VALUABLE
FUNCTIONS OF
OPEN SPACE



THE VALUE OF OPEN SPACE

Objectives

- To retain as open space those lands which serve valuable open space functions.
- To recognize the intrinsic value of open space, especially within the urban centers.
- To encourage the multi-use of open space.

Findings

1. The value of open space lies in the functions which it performs.

To most people, open space means parks and parks mean recreation. Although the recreation function of open space is important, other functions are equally important.

Open space areas such as agricultural land, gamelands, and fisheries, all have a productive function. Some areas, such as those which flood regularly, are hazardous and should be retained in open space for protective reasons. Open space can be used to shape and guide development, and open areas between areas of urbanization assist in the retention of community identity. Some lands have a scenic function. Waterways, orchards, open fields, and oak-studded rolling hills all contribute to the beauty of the County. The psychological function of open space may be one of the most important functions. Certain open lands provide a sense of inner well-being, such as the quiet solitude experienced while fishing along a tree-lined waterway or the contrast and relaxation available in a mini-park in a busy shopping section.

2. A given open space may serve several functions.

A wooded watercourse, for example, has protective value as a flood channel, as well as recreational and scenic values. This same waterway may provide wildlife habitat which itself has productive and recreational functions.

3. The multi-use of open space lands has not been fully explored.

While some uses of land can destroy the overall value of open space, other uses can exist in harmony. The corri-

dors of open space, that is the utility and road rights-of-way, and the river banks, are usually single-purpose and sometimes unattractive, but have a potential for multiple uses.

Agricultural land, between urbanized areas and within the urban fringe serves as a "greenbelt." By maintaining this land in agriculture, the communities retain their separate identities. When they are permitted to run together an urban sprawl or "slurbia" results.

4. Open space in urban development has been neglected.

Open space that is located in population centers will be most heavily used. It is more accessible to large numbers of people on a daily basis and offers the benefit of being part of people's lives. A patch of greenery in an otherwise developed area provides visual relief to the concrete and glass of urbanization. Urban open space need not be confined to parks.

The total amount of open space in urban areas is not as important as its design and placement. By careful design, a feeling of openness can be created in a subdivision, a commercial area or an industrial park.

Even the required yards of an individual piece of property are forms of open space, particularly appreciated by those who have experienced densely populated metropolitan areas. The County Zoning Ordinance specifies the width of side yards and the depths of front and rear yards, but a greater degree of flexibility in these specifications would provide more useable open space. For example, four feet between two houses is relatively useless. However, if the side yard on one side were doubled and the requirement eliminated on the other side, a more useable open space would be available.

Provision has been made in County ordinances for cluster development and planned districts, but there has been very little development using these techniques for increasing useable open space. Cluster arrangement of housing units on smaller private sites leaves common open space for paths, bikeways, ribbon parks, open ground game areas, and safe play lots.

A distinction should be made between private open space and public open space. Although it is desirable to increase the amount of private open space, public open space is still necessary. There is always a demand for parks and for other open areas to which the public has access.

POLICIES

for Open Space

1. Open areas will be maintained between existing urban centers.
2. Development within the urban areas will be consistent with the principle of preserving open space.
3. The program of requiring the dedication of open space or fee-in-lieu through the subdivision and development process shall be continued.
4. The County will encourage residential clustering, planned districts, and other desirable compact development to increase open space in residential areas.
5. Designated conservation areas will remain in open space in order to protect natural resources and to protect development from hazards.
6. The multi-use of open space will be encouraged and supported whenever feasible.
7. The value of open space will be recognized.



RECREATIONAL OPEN SPACE

Objectives

- To provide and maintain outdoor recreation areas for a wide variety of activities for all people in the County.
 - To provide public access at selected areas to waterways and levees.
 - To preserve historical resources.
-

Findings

1. For the past nine years the County has pursued a program of acquisition and development of valuable natural areas for regional park and recreation areas, and has provided community parks to meet the open space deficiencies in the unincorporated urban areas.

Subdividers are required to provide open space areas or payment in-lieu of dedication of open space. To insure adequate recreation areas as development occurs, this program should be continued and consideration should be given to increasing the amount of area required and the scope of the regulations.

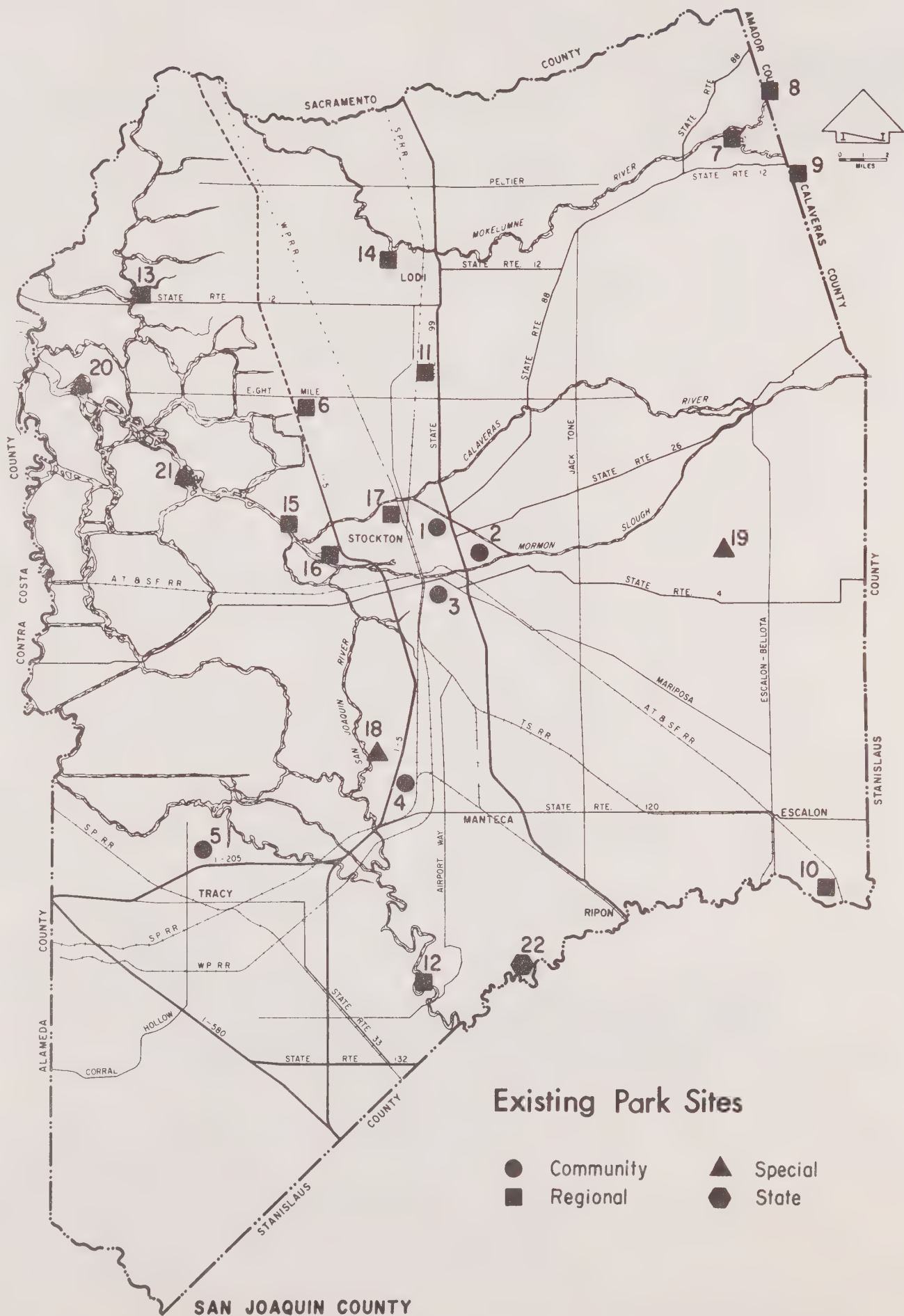
2. Increased leisure time and the popularity of bicycles, trail bikes, and horses have created the demand for places to ride without having to compete with vehicular traffic or with each other.

At the present time trail bikes and motorcycles use a cycle park on Corral Hollow Road and are often found almost anywhere there are piles of dirt. Since these motorized vehicles are not compatible with many users of trails, they should be limited to special areas which could be graded to suit their purposes.

There are few places for the horseback rider near urbanized areas. In Stockton there are several stables along McAllen Road, and riders use the banks of the Calaveras River and the Diverting Canal.

3. There is a need for a regional trail system in the County.

Bicyclists and hikers would both benefit from a trail system which could form links between existing parks. Existing rights-of-way and channels could provide the basis for a trail system. The San Joaquin Engineers Council is presently preparing a proposal for parkways throughout the County, with priority given to development of trails in the Stockton area, such as along the Calaveras River, Mormon Slough, and Bear Creek.



EXISTING PARK SITES

- | | |
|-----------|---|
| COMMUNITY | 1. Gianone
2. Eastside
3. Kennedy Memorial
4. Lathrop
5. Larch Clover |
| REGIONAL | 6. Oak Grove Regional Park
7. Camanche Day Use Area
8. Camanche Reservoir North Shore (joint county)
9. Camanche Reservoir South Shore (joint county)
10. Jacob Meyer
11. Micke Grove
12. South County
13. Westgate Landing
14. Lodi Lake (City of Lodi)
15. Buckley Cove (City of Stockton)
16. Louis Park (City of Stockton)
17. Oak Park (City of Stockton) |
| SPECIAL | 18. Dos Reis Angling Access
19. Rifle Range
20. Mandeville Tip
21. South Spud Island |
| STATE | 22. Caswell Memorial |



4. Lack of public access to the Delta waterways continues to be a problem with conflicts between the private land owners, the boaters, and the bank fishermen.

The popularity of water-oriented recreation and the lack of public access to this water has created a conflict between those land owners with waterfront property and those who wish to have access to the water. Additional conflicts occur between the various users of the water bodies themselves.

5. The Delta, although located largely within the County, has more than local value and must be protected with State and Federal assistance.

The Delta is the single most important natural resource in San Joaquin County. Its rivers, sloughs, and tule islands make ideal sites for boating, water skiing, fishing, and picnicking. Recreationists from throughout the State and the country enjoy this resource. The County has need for legislation favorable to counties of impact.

6. As the value of land continues to increase, the cost of open space will increase.

Acquiring open space by acquisition of land and lease-back is desirable. The difficulty with less than fee acquisitions is in determining the actual monetary value of those rights being acquired.

7. Historical sites and landmarks are unique reminders of the social, economic, and political history of San Joaquin County, but little consideration has been given to the preservation of these resources.

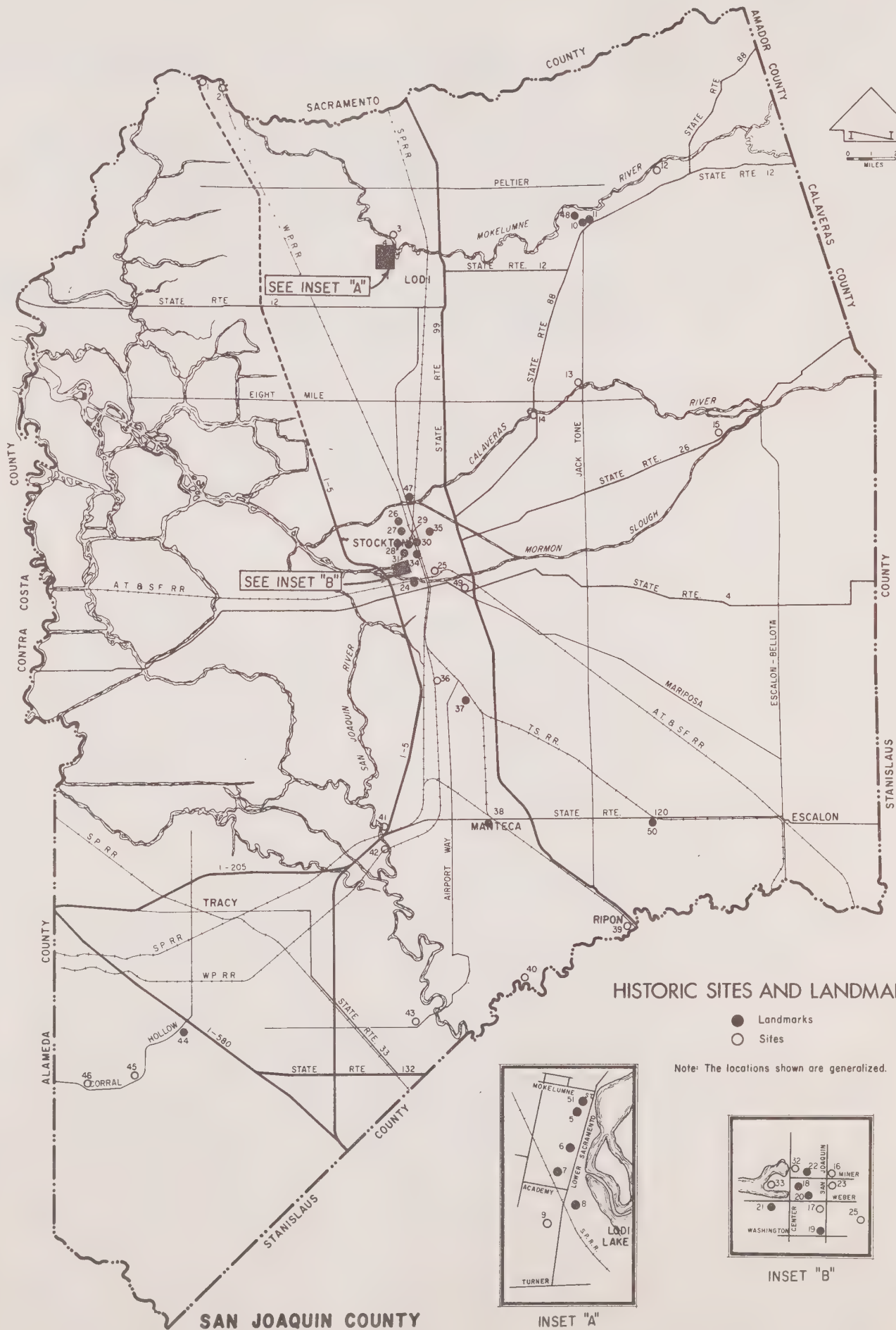
There is a lack of appreciation or awareness of many of the historical resources which the County possesses. In some cases official designation of existing landmarks is prevented by reluctant private owners. Other unrecognized structures have been publicly neglected and are reaching a stage of deterioration beyond repair.

In order to receive other than local funds for renovation and preservation of historic sites, the sites must be accepted into the National Registry Program, which requires prior State approval of the site or landmark. At the present time no County sites are listed in the National Register. However, application for nomination to the Register has been made on the Locke home and barn. A County Historic Sites Technical Committee has been organized to select for preservation those sites and structures representative of the cultural history of the County.

8. Public transportation is needed to make the recreation and open space that is provided available to the people without automobiles.

No mass transit corridors have been provided on the freeway system and public transportation within cities is infrequent, limited to daylight hours, and often is too expensive for the elderly and the youth who need it most.

9. The County Recreation Element needs to be revised. The Recreation Element was originally adopted by the Board of Supervisors in 1966. When it is revised, specific future park sites will be included.



HISTORIC SITES AND LANDMARKS

*indicates a historic site, all others are landmarks

Number on Map

- 1* Benson's Ferry
- 2* Mokelumne City
- 3* Site of Wood's Ferry and Bridge
- 4 Town of Woodbridge
- 5 Original Wells Fargo Office Building
- 6 Restored General Store
- 7 Masonic Hall (built 1882)
- 8 Indian burial site and pioneer cemetery
- 9* San Joaquin Valley College
- 10* Lockeford (Pioneer Hill)
- 11 Harmony Grove Church
- 12* Lone Star Mill
- 13 John H. Tone House
- 14* Fremont Campsite
- 15* San Joaquin Female Seminary
- 16* Stockton's first high school
- 17* San Joaquin County Courthouse site
- 18* Stockton's first drug store
- 19 Saint Mary's Church
- 20 The Hotel Stockton
- 21 The Sperry Building
- 22 Saint John's Episcopal Church
- 23* County Jail (Cunningham Castle)
- 24 Santa Fe Depot
- 25* Burial place of John Brown (Juan Flaco)
- 26 Stockton Rural Cemetery
- 27 Reuel Colt Gridley Monument
- 28 Hurtle-Weston Home
- 29 Newell Home
- 30 Superintendent's Home
- 31 Weber Primary School
- 32* Site of first building in present City of Stockton
- 33* Weber Point/site of Capt. Weber's home
- 34 Home of Benjamin Holt
- 35 Temple Israel Cemetery
- 36 French Camp
- 37 Dutch Point
- 38* East Union Cemetery
- 39* New Hope
- 40* General Vallejo Battle
- 41* First Transcontinental Railroad/site of completion of Pacific Railway
- 42* Comet Landing
- 43* San Joaquin City
- 44 El Camino Viejo (trail)
- 45* Corral Hollow
- 46* Carnegie
- 47 Weber family home
- 48 Locke home and barn
- 49* 1st improved road in California
- 50 Fischer Stage Depot
- 51 I.O.O.F. Building

PARKS AND RECREATIONAL FACILITIES Unincorporated Areas

Stage of Development

NAME OF FACILITY	LOCATION	SIZE (acres)	PICNIC	PLAY APPARATUS	TENNIS COURTS	SWIMMING POOL	BASEBALL	SOFTBALL	BASKETBALL	HANDBALL	FOOTBALL	SOCCER	VOLLEYBALL	BOAT RAMP	KIDDEIAND RIDES	MULTI-PURPOSE ROOM	SUPERVISED REC.	BOATING - FISHING
● Neighborhood Parks, Play Lots, Scenic Squares, Parkways, Community Centers																		
Boggs Tract Park	Los Angeles/Belt Line RR	3.00	D	X	X			X	X							X		
Garden Acres Park	Bird Ave. at Elmwood School	6.00	D	X	X		X	X								X		
Madison Play Field	Michigan/Mendocino	4.50	D		X			X										X
Montezuma Park	Montezuma School	1.50	D															
Nightingale Park	Nightingale School	2.00	D															
Palm Parkway	Marshall/Palm	0.10	D															
Taft Park	Downing at Taft School	9.00	D															
West Jackson	Sanguinetti Lane/Stewart	1.00	D	X	X													
Raymus Village Park	Eastern Terminus of Apache Road	3.00	D	X	X			X	X									
● Community Parks																		
Andrew Gianone Park	Sunset/Golden Gate	13.00	D															
Eastside Park	Marsh/Del Mar	10.00	D	X	X		X	X	X									

Kennedy Memorial Park	Pock Lane at Monroe School	15.00
Lathrop Community Park ¹	5th/Thomsen Street	9.15
Larch Clover Park	Larch Road	4.21
Manteca Community Park	Northgate/Tidewater Southern RR	16.57
Shippee Home Ranch	Morada Lane at Davis School	6.00
● Regional Parks and Special Recreation Facilities		
Oak Grove Regional Park	Eight Mile Road/I-5	167.00
Camanche Day Use Area	McIntire Road/Mokelumne River	50.00
Diverting Canal Rest Area	Waterloo Road/Diverting Canal	3.00
Dos Reis Angling Access	Dos Reis Road/San Joaquin River	9.00
Jacob Meyer Park ²	Santa Fe Road/Stanislaus River	54.60
Mandeville Tip Park ³	Stockton Deep Water Channel	176.00
Micke Grove Park ⁴	Micke Grove Road	249.80
Rifle Range ⁵	Hewitt/SP Railroad	17.00
Camanche Reservoir North Shore ⁷	Camanche Reservoir	
Camanche Reservoir South Shore ⁷	Camanche Reservoir	
South County Park ⁶	San Joaquin River/Airport Way	178.63
South Spud Island	Stockton Deep Water Channel	67.39
Westgate Landing	Glasscock Road/Mokelumne River	24.72
● State Parks		
Caswell Memorial State Park ⁸	Austin Road/Stanislaus River	258.00

STAGE OF DEVELOPMENT

D- Developed

PD- Partly Developed

U- Undeveloped

- 1 Multi-purpose play court
- 2 Owned and maintained by the City of Riverbank
- 3 Landing docks and observation towers, chemical
toilets and trash receptacles
- 4 Horsehoe pits, zoo, gardens, museum, kiddieland rides
- 5 100-, 200-, and 300-yard large bore range with targets,
small bore and pistol range, planned trap range(2 units)
- 6 Chemical toilets
- 7 Owned jointly with Amador and Calaveras Counties;
overnight camping
- 8 Overnight camping, nature trail

POLICIES

for Recreational Open Space

1. The County will continue the program of requiring provisions for open space in subdivisions.
2. The development of a regional trail system will be encouraged in the park and recreation facilities program.
3. Where any public riding and hiking trails are developed they should be routed on or along public and quasi-public rights-of-way.
4. An adequate number of public access sites will be acquired, developed, and maintained at suitable places along the County's levees and waterways.
5. The establishment of public access sites on the waterways will thoroughly consider the environmental and economic impact on adjacent property owners and provisions will be made for adequate manpower to regulate and police recreational development.
6. The County will develop and support regulations which will make recreational activities more welcome to the Delta and rural areas such as:
 - provide protection to landowners from trespassers.
 - prevent implied dedication of property rights as a result of allowing use of property by persons not specifically authorized.
 - where feasible, establish recreation programs so as to become self-sustaining.
7. There will be a program to recognize and preserve historical and cultural resources.
8. Outdoor recreation projects will preserve and enhance scenic and environmental values.
9. The County will support legislation that will provide for the retention of open space through means that will be economically feasible for public and private interests.
10. The County will support legislation favorable to counties of impact.
11. Priority for acquisition and development of parks and recreation areas will be given to those areas possessing special physical features and/or under pressure of being developed.
12. Any private land acquisition, necessary for such development, should be handled first by negotiation and then by the use of eminent domain powers.
13. Development of areas for recreational use, on a fee basis, by private landowners will be encouraged.
14. Available Federal and State funding will be utilized for the continued development and acquisition of all types of open space.
15. The County will encourage public transportation access to recreational areas.

OPEN SPACE FOR PUBLIC HEALTH AND SAFETY

Objectives

- To retain in open space any lands hazardous for development.
- To protect life and property from flood damage.
- To insure the adequate development and maintenance of flood control projects for maximum protection with no or minimum destruction of natural resources.
- To maintain air quality for the protection of public health, agricultural crops, and other vegetation.

Findings

1. It must be recognized that some lands are not suitable for development due to potentially hazardous conditions from natural attributes.

Natural hazards to development include seismic activity, floods, steep slopes, unstable bedrock formations, and high water tables. Development in hazard areas should be restricted or carefully conditioned. In San Joaquin County, floods present the greatest potential danger.

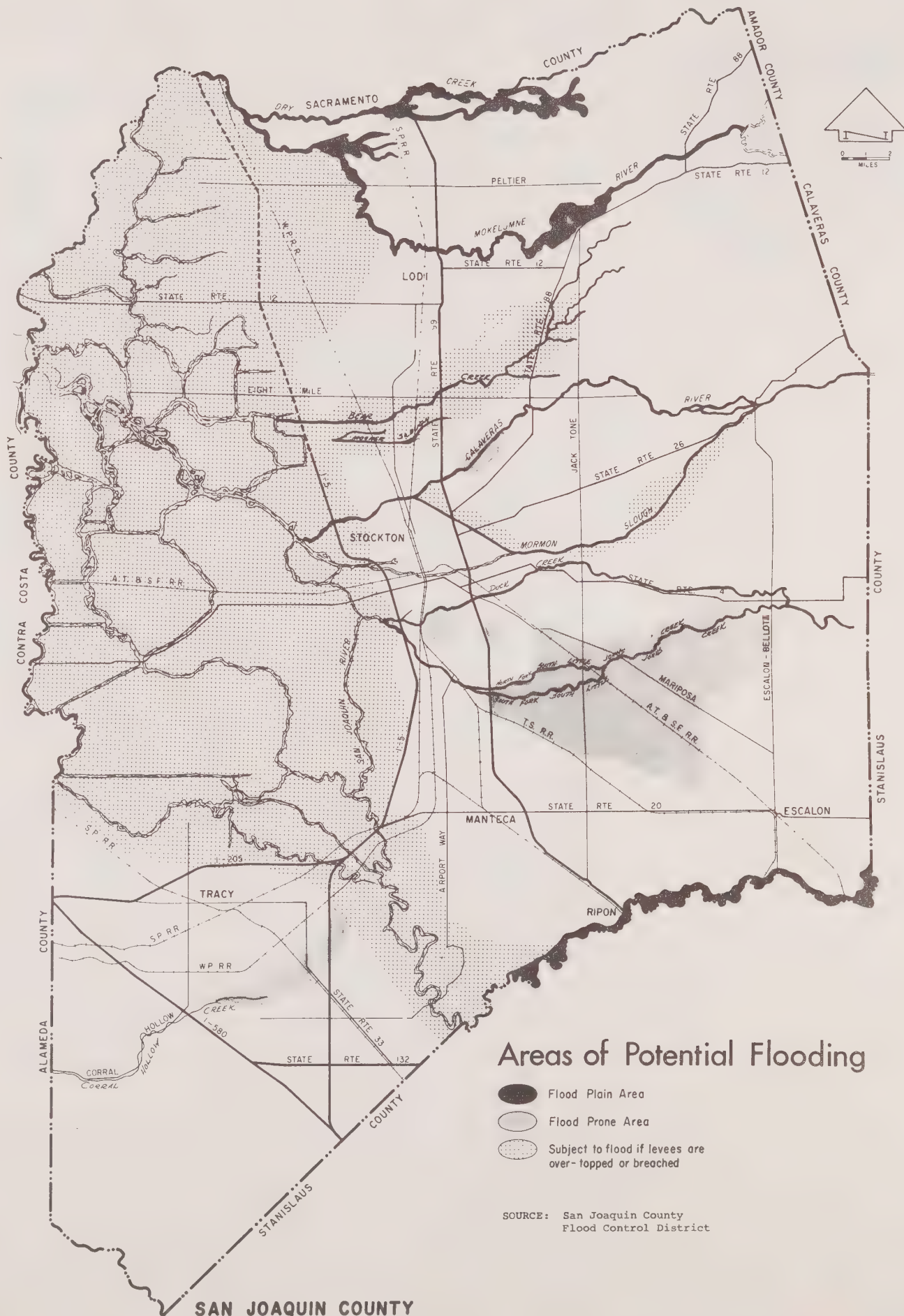
2. Flood damage can be very costly both to private individuals and the general public.

Damage to urban development located on flood plains can be extensive. Floodwaters can also disrupt utility and transportation services, create health hazards, and damage agricultural operations. The direct inundation or force of the floodwaters may cause these problems, but they may also be caused by floating debris; sewer storm drain; or septic tank backup; seepage; erosion; siltation; and water pollution. Submerged roadways can delay evacuation; fallen utility lines can be dangerous; and damaged structures can become hazardous floating debris. Obviously, urban development is not a compatible use in areas that flood frequently.

3. Precise areas of potential flooding must still be determined for many areas of the County.

According to available information, most of the levees in the County give protection from a 50-year flood, a flood that is likely to occur once every 50 years but may occur at any time.

Some portions of levees give protection from a 100-year flood. The major flood control channels in the eastern portion of the County were designed by the U.S. Army Corps of Engineers to provide protection from a 50-year



flood, but some of the channels in the central County provide less than 50 year protection. In the Delta, many of the levees are weak and poorly constructed or maintained and are not capable of withstanding sustained high flood flows, particularly when combined with high tides and winds.

Known flood hazard areas are shown in the accompanying map. The Corps of Engineers has been asked to determine the extent of flooding should a 100-year flood occur.

4. There are numerous methods for reducing flood damage. The less development that exists in an area of flooding, the less damage will occur. Once precise areas of flooding have been determined, flood plain zoning, regulating land use in hazard areas, can be adopted. The Building Inspection Department currently suggests methods of floodproofing of structures in flood prone areas. For proposed projects in specific locations flood hazard reports can be obtained from the U.S. Army Corps of Engineers. These reports include the anticipated depth of flooding from designated floods. Measures can then be taken to eliminate or reduce potential damage.
5. San Joaquin County has fewer problems with air quality than counties with more urban development. However, inversions and other climatic conditions that adversely affect air quality do occur in the County, usually seasonally.

The major problems are caused by high oxidant levels, due mainly to auto exhaust, and high levels of particulate matter, mainly peat dust. At this time there is no danger from air pollution as long as there is adherence to present standards and regulations. Nevertheless since auto emissions are a major air pollutant, plans should be underway for provision of adequate public transit facilities.

6. The State establishes maximum levels for air contaminants and the San Joaquin County Air Pollution Control District is responsible for regulating stationary pollution sources and monitoring pollutant levels.

Air pollution from industrial sources has become less of a problem with installation of equipment to meet current air quality standards. The County has adopted an ordinance concerning air pollution which regulates agricultural burning and prohibits backyard burning without officially approved incinerators.

7. There are only a few areas in the County with geologic hazards.

Steep slopes and areas of unstable bedrock formations are not suitable for urban development. These hazards

exist only in a small area of the Coastal Range in the southwest portion of the County. (See Seismic Safety Element.)

8. Some areas of the County have adjacent land uses which present hazards for urban development.

An airport, for example, should be protected from the encroachment of residential development. The rights-of-way of transportation corridors, such as railroads and highways, should include open space buffers adequate to provide for public safety. Many areas which are hazardous for intensive development can be used for recreation or agriculture.

9. Open space can be made more amenable to people by regulating noise pollution.

The value and enjoyment of open space can be enhanced if outside sources of noise are somehow muffled or eliminated. Appropriate placement of vegetation and other buffers can contribute to well-designed open space. The County has included the preparation of a Noise Element of the General Plan, now required by the State, in next year's work program.

-
1. Critical hazard areas shall be identified by the County and appropriate controls or prohibition of development within those areas shall be established.
 2. Standards of construction and development criteria will be established for developments located on lands with probable hazards.
 3. The County will establish an overall county program with policies and types of acceptable land uses for flood plains.
 4. All developments proposed in areas of potential flooding will require a flood hazard report from the U.S. Army Corps of Engineers.
 5. Projects which cannot comply with provisions of the Clean Air Act and other established air quality standards will not be permitted.
 6. Comprehensive land use planning will be utilized as a means of minimizing driving miles and resultant emissions.
 7. The County will encourage planting and retention of vegetation which requires minimum maintenance and no burn-off on all properties, especially along roads, waterways, and in high pollution areas.
 8. A continuing program of regulatory measures and legal enforcement of air pollution regulations will be supported.
 9. Adequate public transit facilities will be encouraged.

POLICIES

*for Open Space for
Public Health
and Safety*

THE

NEED

TO
MINIMIZE CONFLICTS
BETWEEN DEVELOP-
MENT, NATURAL
RESOURCES, AND
OPEN SPACE



ENVIRONMENT AND DEVELOPMENT

Objectives

- To achieve a balance between resource conservation, urban development, and the judicious utilization of open space.
- To minimize any adverse environmental impact of development.

Findings

1. The environmental impact of proposed development must be carefully considered.

Some developments can be harmful to natural resources. An industry which pollutes, for example, is quite obviously harmful to the environment. Most impacts on the environment are not as obvious; therefore, long-term and secondary effects should be carefully considered. Potentially harmful developments can usually be modified to prevent harm to the environment. This might, however, be costly. In some cases, although a project might have an adverse impact on the environment, social and economic factors might make it desirable. In such a project, all possible means should be utilized to mitigate the adverse environmental effects.

2. Development outside the urbanized areas prematurely takes land out of agricultural production.

Undertaxation of unused and underused urban land lets speculators hold property off the market while waiting for higher sale prices. This encourages leapfrogging to cheaper land in the outlying agricultural areas. Thus, urban uses are established in areas which could have been agriculturally productive for several more years.

3. Improperly located development can decrease the usability of resources.

Scattered homesites and small subdivisions throughout the County not only take agricultural land out of production, they tend to interfere with farming operations on adjacent parcels. Agricultural operations such as spraying and cultivating are not compatible with residential uses.

Utility lines criss-crossing the County can destroy the assets of open space, endanger wildlife, and break up farmlands. At the present time, the placement of transmission lines underground is restricted by cost, voltage, and distance factors. However, disruption can be minimized if the lines are confined to selected corridors.

A subdivision or other development, which is permitted to locate over gravel deposits, will preclude the possibility of extraction of those deposits. Even if a subdivision locates next to known deposits, a contractor may not be permitted to remove the deposits because of the objectionable aspects of extraction.

4. Urban development has been permitted without consideration being given to the provision of municipal-type services.

Sometimes this can be directly harmful to the environment, such as when a proliferation of septic tanks are allowed to occur in areas where soils are not suitable for them. Often employment opportunities are distant and there is no provision for public transportation, which means that highways must support additional vehicles, which decrease air quality and increase the need for gasoline, itself a diminishing resource.

Not directly related to the environment, but equally important, is the eventual pressure for services commonly provided in urban areas. Fire and police protection, emergency health care, sewage treatment, road improvements and schools can be costly to provide in rural areas. The benefits derived from development are usually emphasized without due consideration of resulting public costs.

5. Costs of a development can be reduced by locating in an environmentally suitable area.

Projects in areas with environmental problems can be costly to develop. Areas with soil limitations, poor drainage, shallow top soil, steep slopes, or flooding potential will cost more to properly develop than areas with fewer inherent problems. Maintenance costs will also be less on environmentally suitable sites.

6. Development, without properly enforced controls, can have adverse environmental impacts which are not always fully considered.

The degree of environmental damage depends on the following:

- natural capabilities and limitations of the land, water, and air
- type and intensity of the development
- precautions taken in construction and siting
- operation of the development
- location of a development in relation to the availability of public facilities
- practices of land management

7. The County has many existing regulations designed to protect the environment, but additional manpower is needed to adequately enforce these regulations.

Existing ordinances include regulations governing air pollution, waste disposal and treatment, subdivisions, buildings, pesticides, excavations, industrial and commercial developments, grading, dredging, litter and junk. Regulations are useless unless enforced, and they cannot be enforced without adequate manpower.

8. Public investment increases the value of private property, especially investment in parks, recreation areas, and open space.

It is generally recognized that improved streets, sidewalks, water, sewers, and drainage facilities increase the value of private property. However, the increased value of property due to its proximity to open areas is often overlooked when local governments are considering the acquisition of open space.

POLICIES

*for Environment
and Development*

1. Environmental Impact Reports will be required for all projects which may have significant effect on the environment.
2. Urban development will be discouraged unless municipal-type services are available.
3. Utility lines will be located underground whenever possible. Otherwise they will be located within corridors in order to minimize adverse impacts on scenic open areas and natural resources.
4. Public rights-of-way, easements, and facilities will be developed to provide for multi-purpose use to reduce public expenditures and preserve the environment.
5. Existing regulations to protect the environment will be enforced with provisions made for adequate manpower.

THE

NEED

FOR
COOPERATION AND
COORDINATION
BETWEEN CITIZENS,
GOVERNMENTAL
DEPARTMENTS, AND
LEGISLATIVE BODIES
IN ORDER TO
ACHIEVE A QUALITY
ENVIRONMENT



CITIZENS AND GOVERNMENT

Objectives

- To create an informed citizenry that understands the need for environmental quality control and that cares enough about environment to express convictions.
- To increase cooperation between political subdivisions to achieve the goals and objectives of this plan.
- To increase the interaction between the government and the general public in environmental matters.

Findings

The crucial part of a meaningful Open Space and Conservation Element of any General Plan is the interaction of the citizens and government. Citizens and government is a misleading phrase, as it gives the impression these are two separate entities. Although citizens are the government, there seems to be a distinction between citizens in public office and having local, State, and Federal government jobs, and those on the "outside" of the government structure. It is a problem of communication if this situation is more imagined than real, but it is a crucial problem of government responsiveness when this situation actually exists.

In the meetings and public workshop sessions of the Citizens Advisory Committee of the San Joaquin County Council of Governments and in the meetings of the County General Plan Review Committee many comments, criticisms, and recommendations concerning government were noted and recorded. These comments are significant in that they come from people relatively active in local government. These statements give one an insight into the general opinion that San Joaquin County residents have of their County, its government and the problems it faces.

In general, it was found that most citizens are ill-informed about government; are unaware of where to go for help when they need it; do not know what various agencies do; and do not know how they can make their opinions known. The result is a lack of citizen participation in local government. Those who participate do so only when they want something specific and then exert pressure to have policies established in their interest.

Other comments were directed at explaining causes for lack of citizen support of government decisions. Causes given were the undeclared conflicts of interest in

public bodies and rivalry between County Supervisors and city governments. Comments such as these again indicate the "gulf" that exists between the citizenry and government.

Many citizens view the planning process as an arm of government totally removed from citizen input and existing to deny the citizen's inherent rights in private property. These rights are expressed as the freedom to do with one's property as desired; but due consideration is often not given to the public interest of society as a whole. Land use zoning is generally accepted as necessary to protect one's property from the detrimental actions of others; but zoning restraints are viewed as desirable only when they constrain someone else. Society, the collection of all citizens, has to work through the governmental process to establish policies that benefit all. These policies should be established by the consensus of the general public with the advice of a professional staff.

It has been brought out in various citizens' meetings that one barrier to establishing an effective open space policy is the lack of recognition among the citizenry of the potential advantages of an open space policy, and lack of agreement as to what constitutes a balanced open space system. Little realization of the need to protect natural resources has presented a similar barrier to effective resource conservation. The answer lies in increased communication to disseminate this information which is then to be used as the background for decision making.

Preservation of open space and effective management and conservation of natural resources necessitates the establishment of policies now that will allow future growth to occur in an orderly manner with a minimum of conflict. However, a comment frequently heard in this County is, "We don't know what is going to happen, so how can we establish policies now?" This is an attitude of the past, that has allowed short-sightedness and narrow vision to develop, resulting in the misuse and eventual destruction of much of our environment and its natural resources. Since patterns of land use accrue from day to day decisions, it is imperative these decisions be made within the framework of long-range goals. By adopting policies now, the framework will be provided for achieving the goals of adequate open space and effective conservation of valuable natural and manmade resources.

THE OPEN SPACE/ CONSERVATION PLAN MAP

The Open Space/Conservation Plan Map (inside back cover) has evolved from the objectives, findings, and policies found in each section of the Element. The Plan Map reflects these statements in delineating broad areas which should be maintained for open space and conservation purposes, while also recognizing existing urbanized areas as well as additional areas which will be needed to accommodate future growth. The policies set forth in this Element for the guidance of urban growth and development, preservation of agricultural land, and conservation of natural resources must be followed in order to maintain the areas as designated on the Plan Map.

Areas delineated on the Plan Map consist of the following designations: Urban Centers; Urban Center Expansion; Rural Residential Areas; Intensive Agricultural Areas; Extensive Agricultural Areas; and Conservation Areas. These areas and the policies that apply to them are discussed in more detail in the following paragraphs.

Not shown on this map are various areas of urban type uses located outside of urban centers. These areas are delineated on the General Plan to 1990. They generally include scattered institutional uses, Highway Service Areas and airports. Specific uses within the urban centers are also indicated on the General Plan to 1990.

URBAN CENTERS

Urban centers are concentrations of urban development which provide a range of living, working, shopping, educational, recreational, and cultural opportunities commensurate with their size and function. Urban centers range in size from a regional center down to a rural center. These generalized areas include the developed portions of incorporated cities and adjacent developed portions in the County, as well as other urban centers within the County which are shown on the Land Use Element of the General Plan for San Joaquin County to 1990. The County will guide future urban development toward vacant or underused land within these urban centers.

URBAN CENTER EXPANSION

These areas represent the amount of land which will be needed to provide for the increase in population over the next twenty years. The extent of these areas around incorporated areas essentially coincide with General Plans adopted by the respective cities. The Stockton urban growth area includes areas expected to be developed according to current interpretation of the City's undated general plan. Areas projected for future development around unincorporated urbanized areas roughly coincide with the County's Land Use Element. The County's policy will be to direct necessary urban

expansion toward the less agriculturally productive lands. Urban development will be discouraged in these areas unless municipal type services are available.

RURAL RESIDENTIAL AREAS

In some areas of the County, divisions of land have occurred to the extent that the sizes of parcels are no longer economically viable for agricultural production. Most of these areas already contain residential development interspersed with agricultural farm land. However, many parcels within these areas remain vacant, too small for agricultural use but not suitable or required for urban development. Policies for rural residential areas will be established by the County in coordination with the cities, and future rural residential development should be limited to designated rural residential areas.

INTENSIVE AGRICULTURAL AREAS

Intensive irrigation practices in these areas of high quality soils have resulted in highly successful agricultural production. Almost all of these areas have been identified as prime agricultural land by the County for planning purposes. It is the County's policy that agriculture will be encouraged where soils of high quality are found, water is or will be available, and adequate drainage can be maintained. This policy reinforces another policy of maintaining open areas between existing urban centers. It is also the County's policy that further fragmentation of viable agricultural land outside of areas designated for urban expansion will be permitted only in rural residential areas. Protective zoning for agricultural lands will be enforced by prohibiting scattered residential, commercial, industrial or other uses unless they are directly related to the needs of the agricultural community. Implementation of the Williamson Act will be encouraged in these areas as a method of preserving prime agricultural land in long-term open space use.

EXTENSIVE AGRICULTURAL AREAS

These areas contain poorer quality soils, and cannot generally be considered as prime agricultural land. In some areas, the slope of the land renders impractical the development of irrigation systems. However other areas, where irrigation is practiced, are capable of profitably growing certain crops. In addition, range and irrigated pastures support livestock and poultry production, which is an important segment of the County's agricultural economy. Protective zoning for these areas will be encouraged and further fragmentation of lands will be discouraged. The impact of any proposed new-town or recreation-oriented development should be carefully considered.

CONSERVATION AREAS

All of the following have been designated as conservation areas: areas of substantial aquifer recharge, flood plains, excellent wildlife habitat, sand and gravel deposits, and regional parks. Agriculture and outdoor recreation are usually compatible uses in these areas, with the possible exception of areas around sand and gravel excavations. It is the County's policy that no urban or rural residential development shall be permitted in areas of substantial ground water recharge, and all urban development will be guided toward areas where there is slight or no recharge. Designated conservation areas are intended to remain in open space in order to protect natural resources and to protect development from probable hazards. Areas of sand and gravel deposits and regional parks should be preserved in other open space uses until utilized or developed.

STUDY AREAS

Certain areas require further study to determine if they should be designated for urban growth, rural residential, or agriculture. In general, they are located near existing urban centers or rural residential development. In some cases the Land Use Element of the General Plan to 1990 has shown urban development, but there is now a question about the need of this land for growth prior to 1995. In other cases, areas have been selected for further study because of existing, but scattered, small parcels which may have impaired the economic viability of agricultural land. In many of these cases existing zoning permits parcels of one acre or less. Therefore, if these areas are to remain in agriculture they should be rezoned as soon as possible and owners encouraged to enter into contracts under the provisions of the Williamson Act. The City of Tracy is presently reviewing its projected areas of urban growth; thus a portion of the Tracy urban growth area is shown as a study area.

Until further examination indicates appropriate future use of the Study Areas, the land use designation shown in the Land Use Element of the General Plan to 1990 shall apply.

Subject areas which have been considered as essential parts of the Open Space/Conservation Element, but are not specifically shown on the Plan Map include:

- utility corridors
- historic sites and landmarks
- scenic highways
- hazard areas other than flood plains (see Seismic Safety Element)
- natural gas fields
- neighborhood and community parks

IMPLEMENTATION OF THE OPEN SPACE/ CONSERVATION ELEMENT

Studies

1. Explore the suitability of abandoned excavation sites and solid waste disposal sites for future public use, such as recreation.
2. Determine the appropriate designations for the study areas as shown on the Open Space/Conservation Plan Map.
3. Develop a trail system within the County.
4. Establish priorities and procedures for preservation of historical resources.
5. Identify archaeological sites in the County.
6. Identify all land with flood hazards.

Policy Development

1. Develop policies for multi-use of levees.
2. Establish policies, in coordination with the cities, for rural residential development.
3. Establish development policies for limited commercial and industrial uses within designated agricultural areas.
4. Establish development policies for designated Conservation Areas.
5. Establish development plan criteria that would require development in urbanized areas to provide open space and adequate landscaping.
6. Establish policies that would prohibit further urban development in areas where minimum public services are not available.
7. Establish an overall county program with policies and types of acceptable land uses for flood plains.

General Plan Elements

1. Prepare a Scenic Highway Element of the General Plan.
2. Prepare a Seismic Safety Element of the General Plan.
3. Prepare a Noise Element of the General Plan.
4. Prepare a Safety Element of the General Plan.
5. Revise the County Recreation Element.

County Ordinances

1. Develop a tree ordinance to protect existing trees and require new plantings.
2. Increase minimum parcel sizes in agricultural zones in order to maintain economic viability of farm land.
3. Prepare a flood plain zoning ordinance.
4. Review and revise as necessary the uses permitted in agricultural zones.
5. Adopt the standards of construction necessary to enact the recommendations of the Seismic Safety Element.
6. Apply the Scenic Corridor Zone to highways designated in the Scenic Highway Element.
7. Review the setback requirements in the zoning ordinance and revise to permit more flexibility in siting in order to increase usable private open space.

Acquisition and Development

1. Acquire public access points on waterways, particularly in the Delta, along the Mokelumne River, and along the Stanislaus River, to be used for bank fishing or nature study.
2. Acquire the use of those flood control and other special district rights-of-way which can provide for a regional trail system.
3. Negotiate for the use of flood control, irrigation, and water district easements and public utility rights-of-way as corridors to be used for the regional trail system.
4. Create linear parks along existing waterways to provide additional open space buffers between communities, flood protection, and attractive elements of a continuous regional trail system.
5. Utilize State and Federal funds whenever possible for acquisition and development of parks.
6. Acquire and develop a park on the east bank of French Camp Slough on the east side of Interstate 5.
7. Acquire and develop regional parks and recreation areas with the assistance of Federal and State funds.
8. Initiate or continue development of those County parks where the land has been or is being acquired.

9. Acquire and develop townsite parks in the rural centers as needed.
10. Work with cities in the joint acquisition and development of parks.
11. Work for the State acquisition and development of parks approved by the State Legislature in the 1965 session:
 - Old River Island Park, on Old River, east of Tracy
 - The Meadows, on Snodgrass Slough, Sacramento County
12. Work toward the State acquisition of tule islands, berms, and other wildlife habitat in the Delta.
13. Work toward the State development of the land between the Delta-Mendota Canal and the California Aqueduct for use as a wildlife habitat.

Government Operation

1. Establish a citizen's committee to advise on programs for conservation of natural resources and acquisition and development of open space.
2. Continue to implement the Land Conservation Act by encouraging the establishment of contracts within agricultural preserves.
3. Continue participation in the National Flood Insurance Program.
4. Maintain current information on available Federal and State programs that could contribute to the development of projects in the County.
5. Work with school districts to provide more and varied use of existing school playgrounds.
6. Promote the establishment of open space uses along rights-of-way of present and future water transfer projects.
7. Establish a procedure for applying for acceptance of historic buildings in the National Register to make these buildings eligible for Federal acquisition and rehabilitation funds.
8. Support the formation of a voluntary patrol organization to assist in educating trail users to respect adjoining property and to supervise trails and nature study areas.
9. Provide incentives for the use of vacant and underused land within urban centers.

10. Support legislation that will provide for the retention of open space through means that will be economically feasible for public and private interests.
11. Support a structured program of environmental education.
12. Participate in meetings and groups concerned with environmental problems.
13. Increase citizen involvement by holding meetings in various cities.

APPENDIX

Methods of preserving Open Space

Outlined below are some of the various methods of preserving open space and conservation areas, listed in approximate order of effectiveness and permanency.

1. Acquisition in Fee

Full fee interest in land for open space preservation may be acquired by purchase, through gifts, or by the process of eminent domain.

- a. Purchase and use by a public jurisdiction.
- b. Purchase - leaseback. Land is purchased by a public jurisdiction and leased back to the original owner or another party for uses compatible to open space objectives under conditions that may be stipulated by the public body. Variations could allow, where appropriate, leases for specific lengths of time or in life estate to the original owner.
- c. Purchase - saleback. Land is purchased by a public jurisdiction and resold to either the original owner or a third party with certain covenant or less certain rights, such as development rights.

2. Acquisition of Partial Interest

Interests that are less than the entire fee simple in land include easements, leases, rights-of-entry, covenants running with the land, and other "development rights," a term commonly used to indicate a broad range of less-than-fee interests.

The purposes of the acquisition of development rights rather than of the entire fee interest are to (1) lower the costs of acquisition, (2) keep the land on the tax rolls, (3) permit land to remain in productive use, and (4) retain efficiency of private management.

- a. Development rights. The rights to develop the land to intensive uses are acquired by a public jurisdiction. The land and its use for other purposes remain in private ownership.
- b. Scenic or conservation easements. The right to control land to a degree over and above what may be allowable through police powers is acquired by a public jurisdiction.

3. Legislative Policy and Practice

A wide assortment of tax inducements, involving preferential assessments, tax exemptions, tax deferrals and other devices are currently in use in several states. The method of tax inducement utilized in California is the Land Conservation Act (Williamson

Act) of 1965. The use of tax inducements to date can best be looked upon as a temporary holding action for open space, with no promise of permanent open space for future use.

- a. Tax concessions. Taxes on lands serving open space needs are deferred or abolished in return for assurances that the land will be maintained in its open state.
- b. Differential assessments. Lands are assessed for their productive value instead of potential uses, e.g. "highest and best use."

4. Regulatory Methods

The County and cities under their police powers can control the use that people make of their property. However, the Constitution prohibits governing bodies from depriving people of their property without due process of law. The dividing line between regulation and taking is imprecise. Regulatory schemes thus suffer the risk of being declared void as an unconstitutional taking of property. The regulatory schemes, be they zoning or taxation, also suffer from the fact that the restrictions are legislative and not incorporated into the legal title of the land. Thus they have little permanence and can be altered or abandoned at the discretion of the Legislature.

- a. Zoning. The basic "use" and "density" designation plus "scenic conservation" and "special regulation" combining districts where appropriate.
- b. Other statutes and ordinances concerned or related to conservation--health regulations, grading ordinances, pollution control laws, etc.

Cost of Open Space

The high cost of acquiring land is usually considered one of the biggest barriers to preserving open space lands. While methods cheaper than full purchase of open space are available, some of them, such as the purchase of development rights and easements, can also be costly. These methods, and those of zoning and the granting of tax benefits to preserve open space, typically give the governing agency less control over development. Only full acquisition can assure that 30 years in the future open space will remain completely open.

Recent studies have suggested that in some cases the cost of retaining land as open space may be less than the cost of development. Savings in utility and service costs may offset the cost of open space acquisition.

Methods of Financing

Since both full acquisition and less-than-fee acquisition are likely to be quite costly, methods other than use of the property tax which might be tapped are listed below.

1. Sale of Delinquent Property

The County or cities could place all net revenue from the sale of excess and tax delinquent property into a special park purchase and improvement fund.

2. Subdivision Park Dedication Funds

Where a developer sub-divides land not particularly suitable for parks, or where sufficient park space exists nearby, the County or cities might require payment of fees, deposited in a special fund to be devoted to park purchase.

3. User Fees and User Taxes

For certain intensively developed facilities, user fees and taxes may pay for a portion of the development costs.

4. Leasing

The County or cities might derive revenue from purchased properties.

5. Motel "Bed Tax"

The County's Economic Development Association is currently using the motel bed tax revenues to supplement their annual budget. As the County continues to grow and its recreation potential is enhanced, more bed tax funds will be derived from the additional motels constructed.

At some point when the economic picture in San Joaquin County is in a more stable position, a portion of an increased bed tax revenue might be earmarked for park development or open space acquisition.

Just as motel bed tax funds are directly related to the area's economic development, so are they related to expanded tourism and recreation.

6. Alternative Tax Sources

- a. Real Estate Transfer Tax. A real estate transfer tax, in the form of revenue stamps is charged when real estate changes hands. The current rate is \$.55 per \$500, charged to the seller. The tax rate is determined by the State.

The cities in San Joaquin County receive 1/2 of all revenues collected in the cities with the remainder going to the County. All of the revenues collected in the unincorporated areas of the County remain in the County.

- b. Gasoline Tax. Portions of this fund may be used for landscaping along scenic highways.

7. Federal Funds

- a. The Land and Water Conservation Fund. This fund is a primary source of Federal funds available for the purchase of open space land on a 50/50 matching fund basis. The administering agency is the Bureau of Outdoor Recreation in the Department of the Interior. The fund is often seriously over subscribed so promptness of application is a must for early funding consideration.
- b. Wildlife Restoration Fund. Administered by the State Wildlife Conservation Board, it provides funds for acquisition, development, and preservation of key wildlife areas.
- c. Legacy of Parks Program. This program consolidates the Historic Preservation, Open Space Land, and Urban Beautification programs, all administered by the Department of Housing and Urban Development.

The program provides matching grants to states and local public bodies for up to 50% of the cost for 1) acquiring title or other interests in the developing open space land; 2) for acquiring, restoring, or improving sites, structures or areas of historic or architectural significance; and 3) for public environmental improvements which provide long-term benefits in urban areas. In addition, the program provides grants to states and local public bodies for up to 75% of the cost for acquiring interest in undeveloped or predominantly undeveloped land which has significance in helping to shape economic and desirable patterns of urban growth.

The objectives of the program are: To help curb urban sprawl and prevent the spread of urban blight and deterioration; to encourage more economic and desirable urban development; to assist in preserving areas and properties of historic or architectural value; and to help provide necessary recreational, conservation, and scenic areas.

- d. Revenue Sharing. This program was originally designed to relieve the constant push for higher property taxes created by growing demands for governmental services at the local level. However, it is now cited as merely a substitute for categorical

grant programs. The three principal forms in which federal funding is expected to continue include:

- 1) General Revenue Sharing which will provide funds to be used at local discretion without strings, distributed according to a formula and without need for an application.
- 2) Special Revenue Sharing which may or may not have a formula and require an application, with funds to be used within a broad subject area although no prior federal approval is necessary for specific activities.
- 3) Block Grants which will require an application, may require prior federal approval, and will be subject to more federal control over programmed details than Special Revenue Sharing.

Federal grants for Open Space are expected to be more than halved when incorporated into the proposed urban community development revenue sharing program. Since competition for grants is stiff, the County and cities should not rely completely on state and federal programs for implementation of their open space plans.

8. Private Funds

Private citizens and groups have set up non-profit land banks, or trusts, which are being used in various parts of this country to preserve open space in perpetuity, without the chance of sale or misuse, something which can occur in city-controlled or owned land. These trusts can be set up to include many of the provisions offered in connection with city or county acquired rights.

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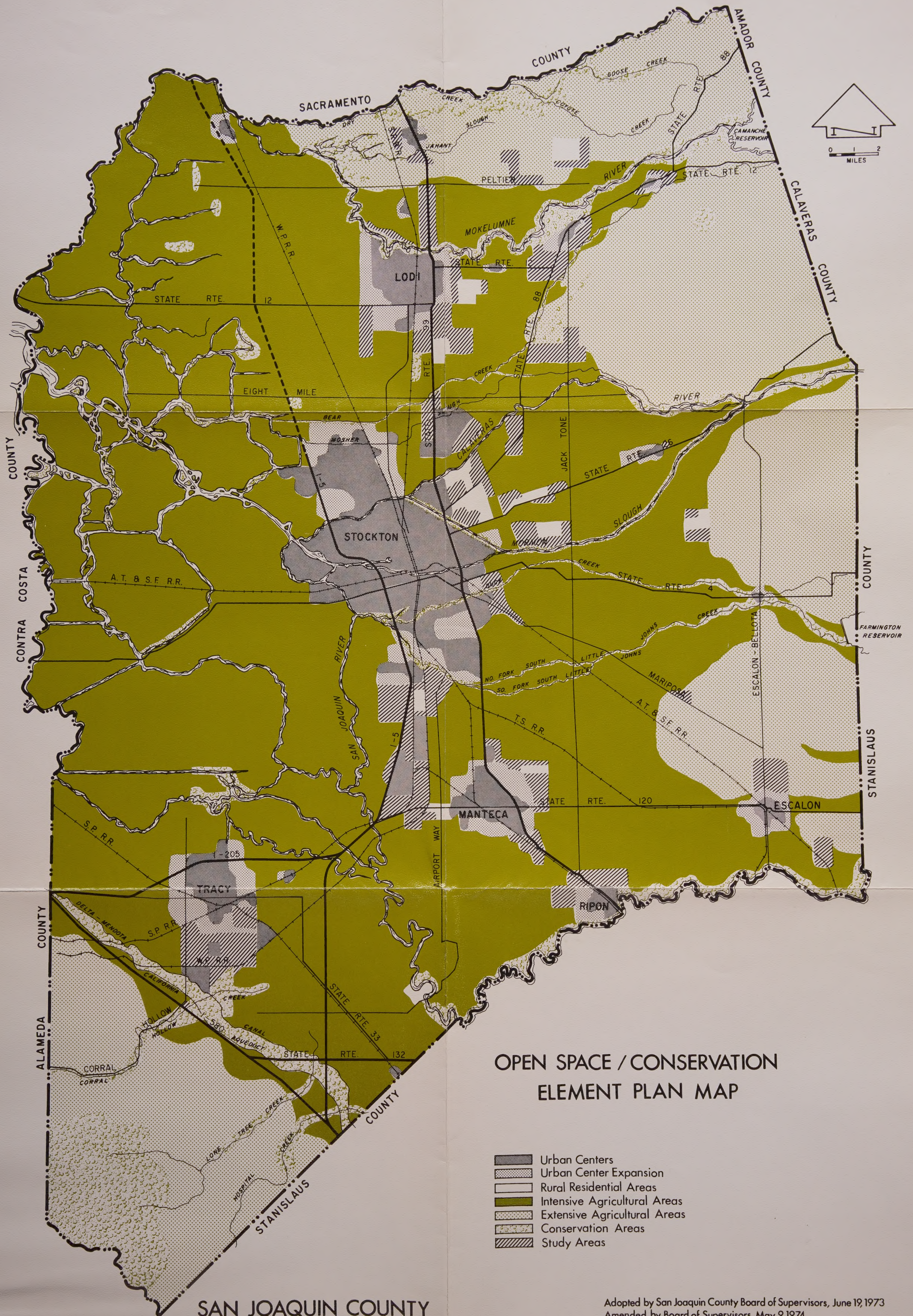
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